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PROCEEDINGS OF THE AGRICULTURAL SERVICES TO FOREIGN AREAS

October 1961
Washington, D.C.

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Land-Grant Colleges and State Universities
U. S. Department of Agriculture,
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INTRODUCTION

This record of the Ninth Conference on Agricultural Services to Foreign Areas--a combined verbatim and summarized report on the entire proceedings--concerns all those involved in the international technical cooperation effort in agriculture. As in the Conference itself, its content deals chiefly with one aspect of technical cooperation--the training of foreign nationals in the United States. Yet there are rightly many references which paint a broad brush across the fabric of international and educational affairs.

Scholars and researchers too can find valuable material here on the thinking of officials and educators as we embark on the second decade of intensive and systematic efforts in international agricultural education and development that were undreamed of a generation ago.

The Conference itself is a three-way effort planned and carried out cooperatively by the U.S. Department of Agriculture, the International Cooperation Administration and the Nation's Land-Grant colleges and universities who share the responsibility for foreign agricultural training. Traditionally the meeting brings together representatives of this three-way partnership for a mutual exchange of ideas and understandings of the Nation's international responsibilities.

These proceedings include both addresses and panel discussions. In a few instances, the complete remarks are included. Others have been summarized or abridged by a joint USDA-ICA committee covering the sessions. In these cases, the report is labeled "A Summary."

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WELCOME

By True D. Morse
Under Secretary of Agriculture

(A Summary)

In welcoming visitors to the Conference, Morse noted that in fiscal 1960, programs were planned, supervised, and evaluated for some 2,358 agricultural leaders from seventy-five different countries. In addition, he said "...we have exchanged our know-how with 1,256 other agricultural leaders from abroad...."

Morse also commented that the present Conference was just one further activity in the "...long and satisfactory history of close cooperation between the Land-Grant College Institutions and the Department of Agriculture." He called the program a demonstration of how agencies of the U. S. Government work together.

The Under Secretary called international trade the way to improve the welfare of people and said, "This is especially true in regard to food and fiber." He said that our (production) "experts" are shocked to know that the United States is the world's second largest importer of foods and fiber, "especially when they look at our surpluses." He pointed out that our imports of wool, sugar, coffee, tea, spices, bananas, cocoa and many other products often equal or exceed our exports.

Morse told the group that world affairs were "...bound up in this Conference." He concluded by predicting that world affairs in their broad and complicated aspects would be influenced by the meeting's deliberations.

INTERNATIONAL ASPIRATIONS AND UNITED STATES RESPONSIBILITIES

By Wheeler McMillen, Vice President

The Farm Journal

(Slightly Abridged)

Your program committee has been both generous and severe with me. The assigned topic, "International Aspirations and United States Responsibilities," with its worldwide breadth offers generous scope for a far-wandering discussion. At the same time, it poses a severe challenge to treat adequately so great a subject without imposing upon your patience. I can only try to set before you a few simple points and principles and hope that you will find some of them appropriate.

If we were to consider international aspirations in such terms as the inner councils of governments might define them, confusion would confront us. Many governments aspire only to the orderly well-being of their own people; others covet the extension of their powers at home and desire to enlarge the territory they control; and we are fully aware of those whose primary purpose by their own announcements aims at domination of all humanity.

Governments, however, are not nations. They are but the administrators of nations. Governments are temporary.

Nations are people. Usually we think of a nation as a body of people who possess some common background in language and customs, who give allegiance to some one government, and who occupy a territory within certain geographical boundaries.

If nations, then, are people, we can say that nations are aggregations of individual human beings for whom people is a convenient collective noun. Differing though human beings do in countless individual respects they do possess certain universal needs and desires. If we can identify these needs and desires we can approach an understanding of international aspirations. What do people want?

Foremost among the universal necessities of mankind, of course, is food. We are told that more than half of the earth's people spend their days and nights hungry or, if not actually hungry, at least badly nourished. Those who are hungry wish to be fed. Inasmuch as it is essential to comfort, to health, to energy, as well as to life itself, can we doubt that food in adequate quantity and variety must take first rank among the aspirations of human beings?

High among mankind's universal desires is health. We all wish to live in bodily content, to postpone the apprehensions of death, and to feel within ourselves the vibrant energy that contributes to productive accomplishment. Illness and distress are barriers to individual and to community progress. Certainly sound health for people stands high among international aspirations.

Somewhere among the universal yearnings of human beings I would place hope; especially the hope cherished in the hearts of parents that their children may live better lives than they themselves have experienced. Wherever it exists,

hope for one's future years and hope for the happiness of one's offspring provides a powerful motivation for constructive effort.

Then, without doubt, we must include prosperity among the objectives that people everywhere desire. The demand for material possessions has been heightened in recent decades by the advances in communications through which people, once remote from the centers of production, have learned how the more fortunate nations live. Certainly this is a legitimate aspiration. The natural resources of creation are widely dispersed about the earth. People everywhere have the right to produce, the right to make the most of their environment. Food, health, hope, dignity--all are in their ways related to material possessions. So intimately does the right to own something attach to the aspirations of manhood that I am not sure an honest distinction can be made as between property rights and human rights.

Their non-material urges are no less vital to people than the material ones. In the hearts of the least and humblest individuals will lurk some trace of desire for a measure of human dignity, of some sign from others that he is entitled to a bit of respect. Whether he toils today as a faceless number in a commune or collective, or inherits from an ancestral tyranny the artificial injustice of untouchability, the spark of desire for individual recognition smoulders and flames. The hunger for personal dignity is woven into the human fiber. We must accord it a place among the aspirations of people.

In a world where no person can live more than minutes distant from a possible hostile missile base, the craving for peace becomes nearly unanimous. The time has long passed when people welcomed war for its excitement or for the hope of loot and conquest. When the final alternative promises only obliteration, only fools and madmen can want war. Unfortunately each generation seems to produce a quota of fools and madmen, who possess a kind of intelligence and to whom power becomes an obsession. Through the centuries such men have launched a multitude of wars. They may yet trigger the final one.

We are learning in the mid-twentieth century that peace means more than merely the absence of shooting. Turbulence and tension create unhappiness and discontent. They can divert the energies of nations and create storms in the lives of people. We all aspire to see the cold war give way to a warm peace that is deep, genuine and permanent.

Food! Health! Hope! Prosperity! Peace! Dignity! Do these half dozen objectives embrace the total of aspirations common to humanity? They do not.

The noblest impulse that illuminates the character of man is the wish to be himself, the desire to be free from every shackle of tyranny. For millions of people the hope of individual liberty stands so faint and remote on the far horizon that the desire is repressed. By many the nature of liberty is scarcely comprehended at all; by many it is understood imperfectly. Even among those who have longest enjoyed the blessings of liberty, as we have done in the United States, there are many who do not understand nor rise to the responsibilities which the retention of liberty imposes.

Whether they know it or not, whether they understand it or not, whether they now actively seek it or not, people of all races and all nations will sooner or later look to individual liberty as an ultimate goal. Only under freedom can the human being develop to the fullest his innate capacities; only as a free person can he exemplify within himself his own and his fellow man's highest nature.

History confirms this fact. The brightest annals of time record the instances when, in order to be free, men have sacrificed their other pre-eminent desires. They have fought when they preferred peace. They have sacrificed their immediate prosperity. They have gone hungry. They have risked sickness and wounds, and have given up life itself in the cause of freedom.

What responsibilities does the United States bear toward these aspirations of other nations and other peoples?

We need not be constitutional lawyers to be aware that the government of the United States was established for certain purposes which are defined in the Constitution itself. The national government is charged by that document to take only such actions as serve the interests of the people of the United States. When the proceeds of our taxes or credit are expended abroad for military, economic or humanitarian uses, the procedure is presumably because the well-being of the United States is thereby advanced.

The course of history has imposed extraordinary responsibilities upon the United States in this second half of the twentieth century. Repeated wars and unsound national policies have weakened many of the earth's once powerful nations. Meanwhile, responding to the incentives of individual liberty, the energies of our people have built up a phenomenal productivity.

Then we find ourselves and all the free world confronted by a determined, international conspiracy which proposes to enslave the human race. This clique of Communists has captured the people of Russia and China and of other nations once populous and happy.

In the face of this formidable evil the United States must defend itself. Militarily we are amply prepared. If the Communist tyrants ever make the catastrophic mistake of unleashing the flames of war they will be obliterated and, unavoidably, many innocent victims of their ungodly rule will become casualties of war.

As the most productive and consequently the most powerful of nations, to the United States falls the responsibility of leadership in the defense of freedom. We in this country realize that in an age of intercontinental airplanes and missiles we can no longer live alone. Strong as we may be, we need comrades. We are not so smug as to suppose that we can maintain freedom for ourselves while freedom elsewhere is destroyed.

In a world where the Communist tyranny openly seeks to eradicate individual liberty everywhere the United States does indeed bear an enormous responsibility: the responsibility to keep freedom intact here; the responsibility to help defend

freedom wherever it exists; the responsibility to excite in the minds of men everywhere an understanding and aspiration for freedom; and (we may as well face the fact) a responsibility to hold high to those for whom the Communist tyrannies now deny this supreme blessing the hope for freedom.

The free peoples of this earth cannot afford to remain on the defensive. For all too long they have watched the Communist slavocracy expand. Those who can look back across the long perspective of history are aware that in the endless struggle between tyranny and freedom, tyranny has often won the victories. They also know that at some point tyranny has always collapsed and freedom has been able to rise again. Even Russian Communism built itself upon the ruins of a despotism.

A few minutes ago I remarked that governments are temporary. No government is less likely to survive the centuries than one which is founded upon false doctrines. The whole fiber of Communism is false. It is based upon such long discredited ideas as that the state is superior to the individual and that a few men in control of the state can be wiser than all men. In times like these when the minds of men are in turmoil unscrupulous usurpers, armed first with lies and dishonest promises, may build confusion into chaos, and then by force take possession and hold control. But they have never dared, they do not dare now, nor will they ever dare to submit their rule in any country to an honest election that permits the people to choose a fair alternative.

I have full faith that the Communist despotism will prove to be less permanent than tyrannies of the past. Possibly it will yet gain more territory and more subjects. Whether it will fall in a decade or only after many decades I cannot pretend to foresee. It is false and it will fail. In the end it will fail because it is false.

But the earth is now too small to await the inevitable natural denouement. The Communist aggressors must not be permitted to continue their expansion. While freedom must be ready to defend itself with armaments as long as it is threatened with armaments, it must exert the utmost effort to reach into the minds and hearts of men. Freedom has a powerful, built-in advantage in this titanic conflict. Human nature is on the side of freedom. Men would rather be free than to be slaves, and once they understand the nature of the contest they will make the right decisions.

But to people who are hungry or sick, to people who are now hopeless and destitute, the concept of freedom is likely to be a meaningless abstraction. We of the United States have not done too well at explaining the great truths of freedom. We have used too many words that do not explain. We have exhibited the fruits of our productivity and prosperity without displaying the principles that have underlain the harvest.

How does one explain the meaning of liberty? What does the free man actually have that the unfree man does not have?

He has the right to choose the work he does, and thus as a happy worker he produces more than one who dislikes his job. He has the right to choose where he will live and what kind of home he can afford. He has the right to choose how he will spend his time. He has the right to choose how he will use his money, what he will buy, whether he will spend or save or invest. He has the right to choose what he will say at any time or what he will put into print. He has the right to choose the course of his education. He has the right to choose his religion. He has the right to choose his public servants. He has the right to compete, and if he can produce something better than others produce he may freely choose to do so.

Is there a simpler way to explain what freedom means, or at least what it means in the United States, than to say that it means the right to choose? In any final analysis of what our Constitution intends--and it is explicit on most of these points--it provides the right to choose.

In ideological combat with the hostile ideas of Communism, the repeated exposition of these four simple syllables, "the right to choose," ought to have power. I doubt whether in any language or in any mind they can easily be misunderstood, or can fail to convey some idea of what individual liberty can mean.

As a chief exponent of freedom, the United States can find many ways to frustrate the forces of oppression. Whatever this nation, acting in its own interest, can contribute toward fuller realization of such universal human aspirations as we have mentioned, will in the long run contribute toward expanding the reach of freedom.

No opportunity offers more positive prospects than that of helping to abolish hunger and malnutrition. If the desire of men to be well fed can be accomplished, other aspirations will rapidly become closer to attainment.

Is it not true that the world's primary problem is essentially agricultural? With the prospect of continuing increase of populations, is it not likely that for all the predictable future agricultural production will constitute a first line of offense against the troubles that assail human society?

We are probably not so naive as to believe that a well-fed world will automatically detect the deceptions of false ideologies nor escape all the evils of which human nature is capable. But I do maintain that if agriculture can everywhere become adequately productive, countless other national and individual problems will become far easier to work out. No sounder slogan has been heard than that "Food comes first."

Health obviously depends upon nutrition. With health hope arises. With health and hope energy can assert itself, and prosperity can begin to find a base. Industry cannot expect to enlist labor in areas where every worker must be first preoccupied in producing food; nor are ill-fed workers productive in industry. When a country's agriculture is adequate two advances can follow: capital for industrial tools begins to accumulate, and manpower to use the tools becomes available. A nation which has accomplished these steps is on the way toward material prosperity. Prosperity inevitably lessens discontent and reduces receptivity to false propaganda.

It is not within my competence here to appraise the endeavors which the United States has undertaken to improve the world's food prospects. This country has proven that free men can produce food in abundance. Agricultural technology has made it possible for fewer than ten per cent of our people to provide food abundant in quantity, quality and variety to all our inhabitants at lower prices in terms of working hours than elsewhere in the world. Through both governmental and private agencies we have responded many times when the cry of famine has been heard. Currently our surpluses are made available wherever practicable to peoples in immediate need.

However, our really effective work will be that which enables more people to produce food for themselves. To you who are engaged in this particular effort let me convey the most emphatic of compliments: your jobs are of highest importance to those you may serve abroad and of equal significance to your fellow-citizens at home.

Perhaps you will indulge my vanity if I tell you that I am no Johnny-come-lately to this viewpoint. As long ago as this month of October in 1942, some years before the Marshall Plan or Point Four became national policy, I asked in a talk before the Commodity Club of New York:

"Would it not be statesmanship of the highest order for the United States to adopt as its international policy the idea of helping the less fortunate nations to increase their production of the things their own people need?"

I believed then, and I believe now, that the United States can in no phase of foreign policy more effectively serve our own people nor do more to guarantee the perpetuation of freedom than by sharing the better technologies of farming with every people who can use our help to abolish hunger. We need have no illusions that the farmers in lands far older than ours will change their ways quickly. Inertia is the most powerful of all motivations in human behavior. We shall need the patience to continue our help wherever it may be welcome for many years to come.

I should urge that much emphasis be placed upon working with the young people. They are more receptive to new ideas and less afflicted with old discouragements. They have more years ahead of them in which to influence their fellows.

Probably no course of action will prove both more effective and more economical than to bring to the United States much larger numbers of the able young people from the less developed nations. Here they can see how a country, itself quite undeveloped a century and a half ago, has found means to satisfy the aspirations of people. Here they can see our techniques of agriculture in action. They can select those best adapted to their own regions. We can open to them not only the doors of appropriate institutions of education but the doors of our minds, hearts and homes. If we rely entirely upon sending our teachers to other lands, they may too often be able to convey little more than the bare bones of technique, important as those may be. Those who come to this country and stay here a while, and who are given genuine opportunity to learn how we live as well as how we work, will carry home with them much more than technical knowledge. They will gain

impressions from the visible results of individual liberty; they will learn unforgettably that most of us are people of good will. They will acquire intangibles that we cannot possibly export. They will return to their homes with new goals in mind and constructive visions on their hearts.

More than that: All such visitors from other lands whom we have the privilege of meeting here will leave with us a better appreciation for our fellow-members of the human race. If we hold narrow ideas they will help us to broaden them. If we are provincial, we shall become less so. International visitors among us will aid us to see the world more nearly whole. In seeking to meet our responsibilities toward the aspirations of others we shall not merely be conferring benefits; we shall be receiving wisdom from our guests.

Surely it is appropriate on this occasion to take note of the many private and non-governmental efforts which the people of the United States have made and are making to give help in various ways and to many countries. We can applaud the gifts of food and money and medicine and of personal service. It has been a deep satisfaction to all the givers to share their plenty. Perhaps even greater satisfactions might be discovered if more of this private generosity could be organized to extend the opportunities for the youth of other countries to attend our schools and to know our homes.

(In this talk I have chosen not to discuss what may be the United States' responsibilities in the areas of investment abroad and in foreign trade. In these areas, however, in the long run will be found great contributions to international peace, well-being and prosperity).

The Utopian world where all mankind will eat well, will suffer no disease, will have the inspiration of hope, where prosperity and peace prevail, where all men may stand free in their full personal dignity--that world will be far in the future centuries. But we can keep advancing in these directions. This present world has become a small community in time and communication. We shall ourselves be safer and happier as all our neighbors grow in prosperity. We shall also be richer as other nations produce more goods to exchange for ours.

Hungry people cannot prosper. As we can help the less fortunate peoples to free themselves from hunger we shall be helping them and ourselves to stay free from tyranny.

As others grasp and adopt the technical aids we may extend, may we help them also to understand that it is not more technology that has placed us in a position of productive leadership, but that our real source of prosperity and well-being has been the Right to Choose.

By helping others to satisfy their basic aspirations we shall be meeting our responsibility to set before the world an example of humane decency and fairness. After all, the extension of freedom is an extension of the Golden Rule. And what better guide can be found for every ship of state than the universal message of all religions, "Do unto others as you would be done by"?

THE MUTUAL SECURITY PROGRAM -- PURPOSES AND GOALS

By James W. Riddleberger, Director
International Cooperation Administration

I am grateful for this opportunity to speak on the "Purposes and Goals of the Mutual Security Program." This subject concerns problems and issues that directly and immediately affect the security of our nation. They are problems that will remain the principal preoccupation of this and the next generation of Americans. Upon their solution the survival of free society will largely turn.

Two central, interrelated facts characterize the present world scene. The first is the massive, constantly growing, political, economic and military strength of the Communist empire and its declared aspirations to dominate the earth. Recent history has provided ample evidence that this strength exists and that it will be employed for aggrandizement whenever and wherever the opportunity is presented. Responsible Communist leaders -- whether they be the militant Stalinists of Mao's China or the brashly candid Mr. Khrushchev-- are uniformly most explicit about their ultimate objectives. Apparent disagreements as to the means to such objectives simply underline the variety of ways in which Communist power represents a threat to free people.

We have seen it at work in Czechoslovakia, Hungary, Poland, Korea, Vietnam, mainland China, and elsewhere. Hardly a day goes by without some new evidences of the magnitude and character of this problem, and of its implications to our own future as a free people.

The other central fact about our world is less well understood, and yet it is of equal importance with, and at the same time seriously compounds, the problem presented by the pervasive threat of Communism. This other central fact is the irrepressible desire for social and economic improvement of the billion and one-half people who live in the developing nations. No force in history has approached the strength and inexorability of the social revolution that is welling from the collective aspirations and expectations of these people for a better life.

Modern transportation and communication have awakened the peoples of developing countries to the knowledge that poverty and sickness need not be their inevitable, eternal lot. They are becoming increasingly aware of the high, and continuously rising, consumption level in western societies. They have watched the Soviet Union and several other backward nations telescope centuries of history to transform feudal societies into modern nations within the span of several decades. They are themselves determined to make a comparable transition, and their collective determination to do so represents the single most powerful political and social force of our times.

The end objective of higher standards of living will be sought relentlessly through every avenue that offers apparent hope of its successful attainment.

While other human values, and the means employed, may also be considered important, these other values and means will be subordinated to the end of social and economic growth whenever a sacrifice of this character appears to be necessary. Political institutions, national leaders, ideologies and social systems will stand or fall on their ability to provide rapid and convincing evidence that they can contribute materially and swiftly to a continuously rising rate of consumption.

Therefore, unless this irresistible force can find fulfillment within the framework of free and independent societies, the people of the developing nations will adopt extreme avenues of approach. The means will be totalitarian, and the political model will be a Communist model or something worse. Whether this will occur is in large measure dependent upon whether the United States and other developed countries make it possible for them to attain their aspirations while still remaining free. Most of them, I am confident, would prefer such a course, but preference will not be controlling if the cause itself does not quickly produce the impatiently awaited results.

The two facts which I have described as dominating the world around us are intimately connected. The strength of the Soviet Bloc, no less than our own, will be materially, probably critically, influenced by the political roads which the developing nations finally select. Should they follow the Communist model, the polarization of power in the expanded Soviet orbit would be immense, and it is doubtful that any free societies would survive. On the other hand, if they can see tangible evidence of realizing their goals while still retaining their independence, the capacity of free societies to endure will be immeasurably enhanced.

These two central facts will continuously and materially affect the character of our lives for the remainder of this century. Admittedly this is not a pleasant prospect; it will mean adjustments in our daily routine, sacrifice, hard work, inconvenience, and the postponement or even abandonment of other goals which we hold important. But these facts cannot be escaped; they exist, and no amount of wishful thinking will remove them. We shall either recognize them and realistically deal with their consequences or, to put it very bluntly, invite inevitable national disaster.

The Mutual Security Program and other related aid activities, including the national defense program, represent the principal instruments with which the United States, in cooperation with other free industrialized nations, approach these problems. They are not perfect instruments, and at times they seem poor and ineffective. They are, however, our only instruments. No workable substitutes have yet been found. We can accept and support them, even while working to improve them; or we may be forced, at our peril, to live in a predominantly Communist world.

The war of the future is frequently envisaged as a battle in outer space, fought with nuclear-powered missiles directed to their targets by radar or some other form of remote control. But responsible military leaders believe that the strategic placement of large widely dispersed forces are militarily essential to the security of ourselves and to our allies. They point to

events in Korea, Indochina, Greece and elsewhere since 1945, and most recently in Laos, and emphasize the danger of localized Communist aggression at any point on the long periphery of the Soviet Empire. They are convinced that allied forces--strategically dispersed--are necessary, both as a deterrent to aggression and as a major military asset in the event the deterrent should fail.

I think it can be incontrovertibly demonstrated that such forces cannot be effective forces unless there is a continuing flow of assistance from us. In the case of our European allies, this assistance, already greatly reduced, can be largely restricted to American-made modern weapons. Where our less developed friends are concerned, more is required.

Defense support -- the name we appropriately give to economic aid which serves this purpose -- enables such nations to make important contributions to the common defense which military aid alone would not permit. It generally does so by providing their economies with the additional resources which are necessary for the support of their military establishments. Defense support consists, with minor exceptions, of agricultural and industrial commodities -- and not of money. These commodities enter the economy of a recipient and are sold to its citizens for local currency of the country. This currency is then used by the local government to defray essential expenditures that it could not otherwise afford -- such as the pay and support of its troops. The commodities themselves contribute to a higher level of local consumption or permit an acceleration in the rate of economic development. This latter fact is too often forgotten. Defense support, while strengthening allied military power, also strikes directly at our second central problem, that of economic underdevelopment.

Of the approximately \$3.8 billion appropriated by the Congress for mutual security purposes during this fiscal year, \$1.8 billion will be employed for the purchase -- almost entirely within the United States -- of military equipment and for military training. This equipment and training will be provided to some forty nations with combined forces of more than 5 million men and possessing 30,000 aircraft and 2,200 combatant vessels. Numerically, these forces are twice the size of our own; and they are, for the most part, strategically located in areas contiguous to the Soviet Bloc where it would be impracticable and prohibitively costly for the United States to maintain forces of comparable strength.

\$675 million is for defense support to a dozen countries which could not, without this added economic support, maintain the 3 million men whom they now have under arms. By far the largest proportion of this sum will go to Korea, Vietnam, Turkey, Pakistan, and Taiwan, nations supporting forces that are disproportionately large in relation to their economic capabilities.

The remainder of our economic aid is equally essential to our security. This, however, is less clearly understood, as is also the precise role of economic aid. Too often it is viewed as a pure act of charity, unwarranted when we have so many worthy objects of charity at home; as something which drains the strength of our own economy in a futile effort to strengthen the economies of

ungrateful and indolent people abroad who should solve their own difficulties. Nothing could be farther from the truth. The survival of this nation, and of its economy too, depends upon this assistance. The popular lack of understanding of this truth results, I believe, from a failure to comprehend the nature of the problem presented by the rising expectations of the less developed peoples and the relation of this problem to Communist power. While the ramifications of the problem are infinitely complex, its broad outlines can be rather simply stated.

Without external assistance, most developing nations do not have the capacity to respond effectively and rapidly to the demands of their people for higher standards of living. Their incapacity is due to two factors which they cannot themselves completely control--lack of capital and a serious deficiency in the skilled human resources and institutions which are necessary for the operation of any modern society.

Physical capital and human capital are both necessary for sustained growth, and without such growth, no nation can meet the expectations of its citizens. The nature of these deficiencies deserves careful analysis since they are at the heart of the justification for much of our foreign economic aid. First, as to physical capital. External assistance aside, the sole means by which a nation can increase its physical capital is through savings. In less developed countries any savings must be eked out from the relatively small increases in national income accruing from current development or obtained through an actual debasement in present, bare subsistence levels of consumption. When the consumption of the average man ranges from \$50 to \$150 per year, voluntary saving on any significant scale is highly unlikely. In Communist societies the problem is partially solved through compulsory saving, through the application of stringent, and often cruel, authoritarian techniques in the forced mobilization of the nation's physical and human resources. The enjoyment of increased consumption is deferred by using force, and the cost of doing so in human life and human misery is ignored.

But let us be under no misapprehension. As revolted as we are by many of the methods of the Communists, these methods have resulted in extraordinarily rapid growth in certain countries where they have been employed. Moreover, the peoples of the less developed countries are conscious of this fact although they may not understand the cost in terms of human sacrifice that lies behind the monuments of physical achievement.

Given this situation we must frankly recognize that at present the only practical alternative to this totalitarian-enforced accumulation of capital is the transfer of capital from external sources.

This will be costly in dollars. It will command physical resources that we might prefer to devote to our own immediate domestic needs. Nevertheless, if we fail to pay the price, the less-developed nations will inevitably invoke the measures which the Communists, disregarding the heavy human costs, have elsewhere proved successful. In such event we would soon find ourselves surrounded by a sprawling Communist colossus of over two billion people.

The problem of capital accumulation is difficult enough even under static conditions; it is further complicated by the currently phenomenal population expansion of the less developed countries. Small savings that might have been husbanded on a voluntary basis must be diverted to meet the subsistence needs of an ever increasing number of consumers.

In the case of human capital, the problem is even more complex. There is no single, easily stated solution. The process of improving the skills and developing the institutions for a modern society is a long and difficult one. Yet physical capital is useless unless the society has the institutional and individual capacities to employ it intelligently and effectively. No matter how much economic aid we supply, rapid growth will be impossible unless we also help the less developed peoples to acquire the skills and build the institutions upon which a modern nation depends.

Our Mutual Security Program attempts to deal frontally with both the physical and human capital elements of the problem of underdevelopment. I shall deal with the problem of physical resources first.

To provide the necessary physical resources the United States engages in several foreign economic aid activities. It will be useful to categorize these specifically, particularly since some of them are all too frequently overlooked. In the first place, the United States is the largest contributor to the International Bank for Reconstruction and Development, and it will shortly make its initial contributions to the newly formed International Development Authority and the Inter-American Development Bank. In the second place, through its several surplus agricultural programs, the United States enables many less developed countries to devote their slim foreign exchange resources to development purposes rather than to the foreign purchase of essential foods. These programs also help to raise the level of the average man's diet and to provide relief in cases where actual starvation threatens. In the third place, the Export-Import Bank and the private American business community are important sources of capital in areas where a country's borrowing capacity is good or the investment climate is favorable. Finally, because these other sources are grossly inadequate, and in many cases also inappropriate to the needs, there is the economic aid which is provided under the Mutual Security Program.

Within the Mutual Security Program, the Development Loan Fund is the principal vehicle for extending capital assistance. This Fund was created to help countries which cannot obtain adequate credit on bankers' terms. It lends funds to finance developmental projects. Its loans are generally long-term, carry relatively low interest rates, and are usually repayable in the borrowing country's local currency.

I indicated earlier that defense support, in spite of its military essentiality, also provides resources that contribute materially to foreign economic development. There is still a third type of economic aid which serves this same purpose under certain circumstances. I refer to a category of aid which is known as "Special Assistance." This form of aid is provided largely on a grant basis and discharges several distinct functions. The great bulk of

this sum will be used to assist countries which are ineligible for defense support but which face serious economic problems for which loans from the Development Loan Fund are an inappropriate remedy. Another large share of special assistance supports a number of highly significant functional activities -- the worldwide program for the eradication of malaria, our support of the United Nations emergency force in the Middle East, and our aid to American schools abroad, such as the American University in Beirut. This category also includes \$20 million for a special program in Africa. In the majority of cases, these special assistance programs contribute significantly, though sometimes indirectly, to the physical resources side of development.

Technical cooperation, extended both bilaterally and through the various multilateral organizations which we help to support, is our principal instrument in endeavoring to solve the problem of human capital. For this reason it is perhaps the most important component in our whole overseas effort. There is in fact growing evidence that the most critical element in the social and economic growth of a society is the steady improvement in the quality of human resources in the accumulating reservoir of technological information and skills, and in the development of institutions which make better and better use of available capital and labor and of mankind's growing store of knowledge. While the quantitative contributions to development of qualitative improvements in human capital may not now be measurable, we can be certain that any significant growth in less developed countries is directly and importantly dependent on such improvements.

Unfortunately, in approaching the problem of human capital, we find ourselves confronted with a great abyss in lack of knowledge. We still have only imperfect understanding of the processes of individual and cultural change and of the ways in which, through technical cooperation and related measures, one nation can contribute most effectively to change and growth in another. Extensive research and development are required in order to improve our understanding and to fashion instruments for action that will be increasingly responsive to the needs of people in other cultures in building up their human capital.

It is for this reason that the Executive Branch, through the International Cooperation Administration, is about to undertake a major research effort in the area of technical cooperation. One of the initial steps in this research will be an 18 months' study of our own experience and of the experience of others in providing technical assistance. We shall attempt to identify, and to assess the reasons for, successful and unsuccessful technical activities in our bilateral programs and, insofar as practicable, to examine the comparable experience of other governments, multilateral organizations and private institutions. Based upon this research, we shall endeavor to determine the factors which should govern the size, character, methods, and administration of technical cooperation programs over the next decades. We would also hope to identify the areas in which new or continuing research is required.

There are many questions for which we need better answers. The following are among them: Should technical cooperation programs receive relatively

greater emphasis and be significantly increased in size? If so, how can we mobilize and train the people who would be necessary to carry out any enlarged programs? What kinds of social, economic and political changes must take place in the process of a society's transition to successively more advanced stages of development? To what extent are these changes ones in technology, institutions, motivation, behavioral patterns, or attitudes? Should more stress be placed on a few selected fields, such as education, communications, or labor, or is a simultaneous effort required in a great variety of fields? Should certain problems, such as illiteracy, the characteristic lack of institutions of credit in less developed countries, or the absence of effective central planning organizations be the subject of more concentrated efforts? What operational techniques will be most effective in providing technical assistance under each of the variety of different circumstances encountered in countries at different stages in growth? Is it more useful to send American technicians to work abroad than to bring large numbers of people to this country for training? What kinds of persons make the most effective technicians, and how, through orientation, can they best be prepared for their work? What role can and should the universities play in this effort?

As a result of our experience to date, one thing already stands out clearly. We have learned that the process of helping others to master strange skills, to develop new attitudes, and to accept new ideas and values is a long-term process. It is not simply a matter of transferring information and knowledge. The recipients must adapt what they receive to their own cultural setting, and the habits, patterns and institutions of a culture do not always change quickly. If we expect to make a real contribution to the economic and social progress of less developed peoples, we must reconcile ourselves to a sustained and long-term technical cooperation effort, and we must organize ourselves accordingly. This means, among other things, that the legislative and appropriations framework should be such as to permit planning, programming, financing, and operations on a multi-year basis. It also means that we must develop a larger corps of highly dedicated and qualified persons who are trained for overseas work. We must enlist the best brains and most talented people in this country or we cannot hope to overcome the difficulties inherent in a massive effort to improve the quality of human capital abroad. The success of technical cooperation programs will turn on the personality and ability of the people who work in them. Mediocrity will not be good enough.

I return now to the theme with which I began. The world situation is one that will require the extension of foreign economic assistance on a very substantial scale for a considerable period of time. There is no alternative course if we wish to survive as a free nation. This aid program will be costly, but we can afford its costs far better than we can afford the disastrous consequences that would flow from either its cessation or decimation.

One further word. From my own standpoint, I believe that there is another happier, equally relevant, and even more challenging side to our foreign economic aid program. It is a side that is creative and constructive, rather than defensive in purpose, security-oriented, and negative in tone. It is the possibility of helping other nations to become modern societies, societies which both recognize the dignity of man and increasingly meet his material

needs. To me, this represents the most creative and constructive opportunity that man has ever had. Therefore, even if there were no Communist threat, I would hope, along with that distinguished British historian, Sir Arnold Toynbee, that history, some centuries hence, would remember our age as not merely one of great scientific breakthroughs, but even more as the period when the developed peoples of the world helped their less fortunate neighbors to become modern, free, self-supporting societies.

HOW TRAINING PARTICIPANTS IN THE U.S. FITS INTO THE
PURPOSES AND FRAMEWORK OF THE MUTUAL SECURITY PROGRAM

By E. D. White, Director
Office of Food and Agriculture, ICA

Three factors are considered in developing agricultural programs of the International Cooperation Administration: land resources, water resources, and human resources. The purpose of participant training is to help the under-developed nation use these resources to make it self-supporting.

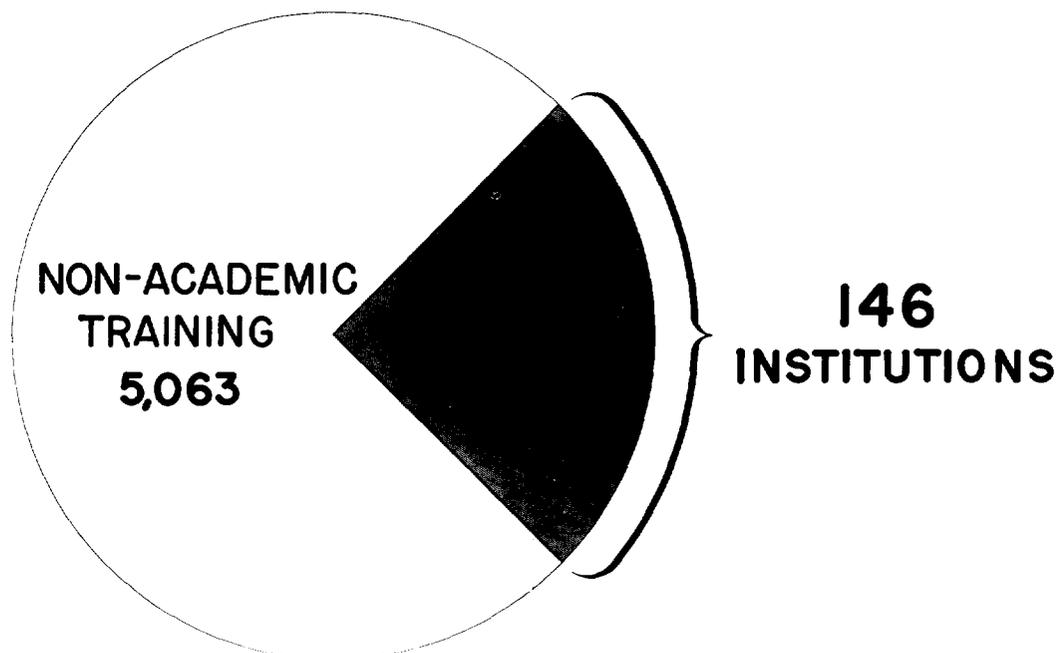
We need to help establish training programs and training institutions in these countries which can then develop their own leadership in (1) teaching, (2) research, (3) extension, (4) credit, and (5) land tenure. This leadership should be supported by capital development -- both short-time such as seed, small tools, baby chicks, etc. -- and long-range programs for controlling pests and diseases, building irrigation dams, and developing better management of resources.

The principal problem in these countries today is that there are far too few well-trained agriculturists, the few they do have lack confidence in "show-how," and the orthodox and academic training in the few colleges in those countries is inadequate.

In 1959, ICA brought 6,789 foreign participants to the United States for training at 146 institutions. (See chart below) Of this number, 5,063 were given

ICA PARTICIPANTS FY 1959-ALL CATEGORIES

TOTAL: 6,789 (On the basis of 11 month arrivals)



non-academic training, a sort of in-service training for the jobs they were going back to in their own countries. The other 1,726 participants received academic training of widely-varying duration as shown in the chart below.

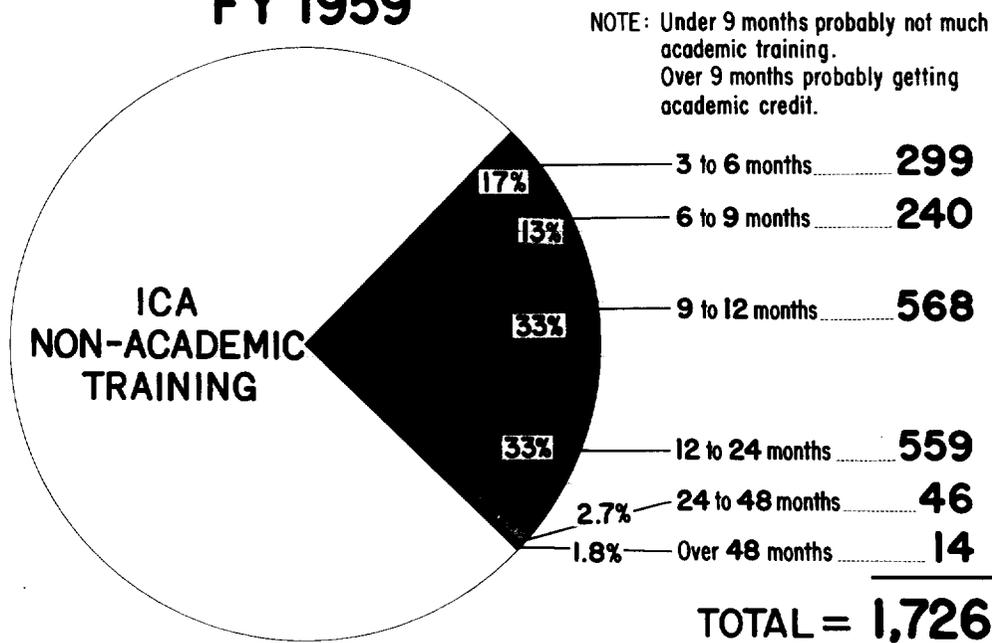
In the last three years long-term academic training has been given to between 26 and 28 percent of the participants coming to the U.S. (See chart on the opposite page)

The value of having the participants in this country is three-fold: (1) They see, rather than just hear and read about, the work of our colleges, experiment stations, farms, credit facilities, processing plants, and the whole American way of life. (2) They obtain an understanding of the principles of economic growth, democracy being practiced successfully in action, and the motives for productivity. (3) They see that education is a passport to a better job, helps them to put knowledge to work, and puts them in a position of directing the work of others.

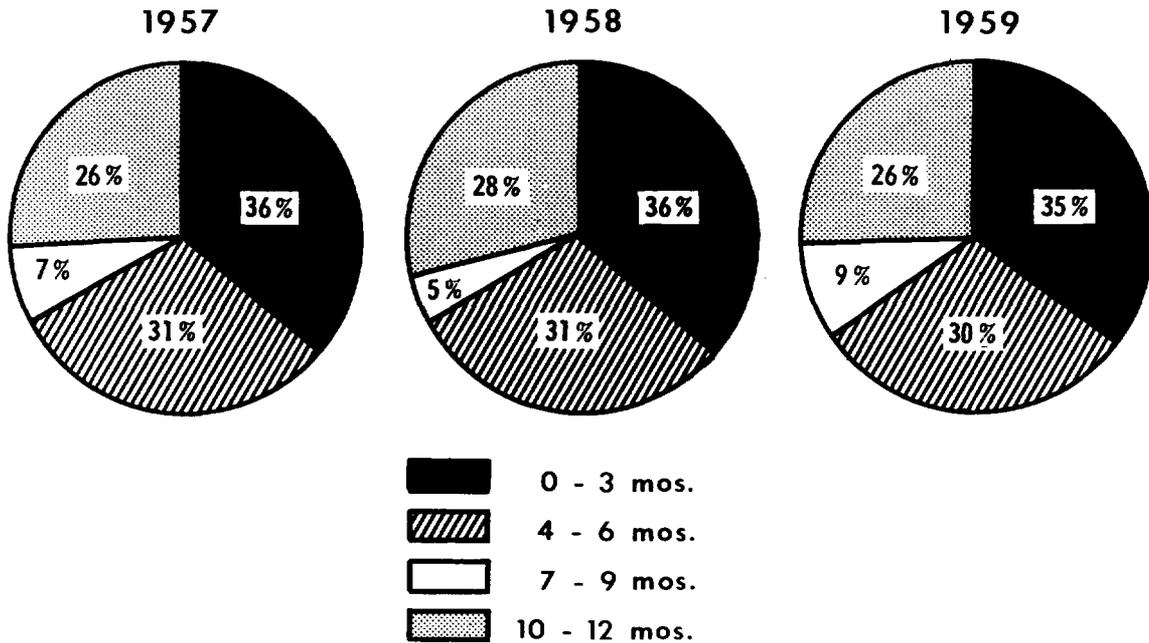
In addition to participants brought to this country by ICA, 29 institutions have contracts with foreign countries for bringing participants directly to their campuses for training. They are now training about 250 participants a year under this plan. The colleges have had unusual success with this program and we value it highly. Some American institutions are helping build colleges from the ground up in some of these countries. They are skillfully installing the three-way concept of teaching, research, and extension.

Although we conduct the participant training program on a group basis, it is essential that we keep in mind the interest of each individual participant.

DIVISIONS OF ACADEMIC TRAINING-ALL ICA CATEGORIES FY 1959



APPROXIMATE PERIOD IN TRAINING OF ICA PRIMARY PARTICIPANTS LAST THREE FISCAL YEARS



We must recognize the diversity of education and cultural background as well as differences in language and ability to understand the English sentence.

The average U.S. investment in these participants is sizeable. To make sure that we receive the most from this investment, our missions work closely with each country in careful selection of the participants. Another reason good training is so important is that these men and women go back to their countries to occupy positions of considerable influence.

Improvements

There are four things we can do to improve operation of our present program:

1. Provide for more equitable sharing of professors' time between training regular students and training foreign participants.
2. Make available adequate space and other facilities for participants.
3. Concentrate on quality of instruction to help meet individual needs of participants.
4. Substantially reduce the amount of travel required.

We have received more complaints on the amount of travel than on any other thing in the program. The chart on the top of page 20 illustrates how the number of stops has been increased in the last few years.

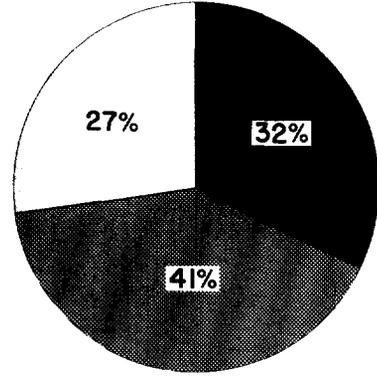
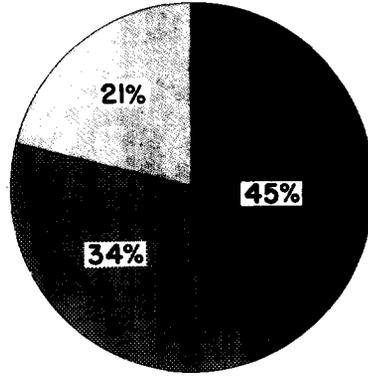
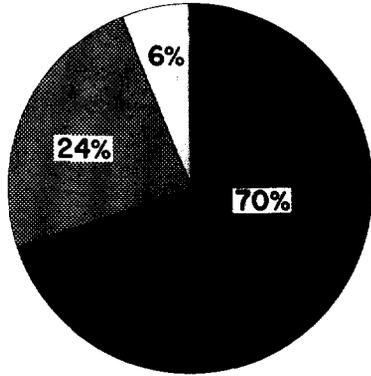
TRAVEL IN ICA PRIMARY TRAINING PROGRAMS

FOUR TO SIX MONTHS DURATION

1956

1958

1959



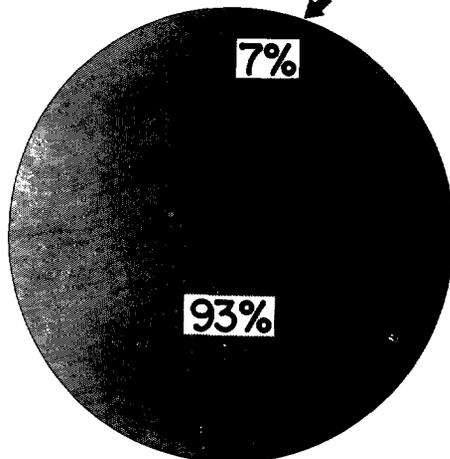
1-5 STOPS

6-10 STOPS

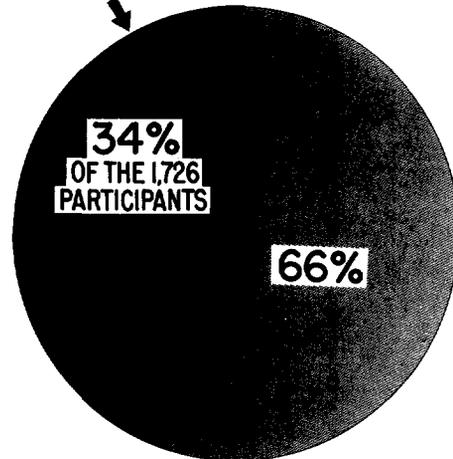
OVER 10 STOPS

LOAD HANDLED BY INSTITUTIONS IN FY 1959 FOR ICA PARTICIPANTS

INSTITUTIONS HANDLED



146
INSTITUTIONS



1,726
PARTICIPANTS
(ACADEMIC)

One solution to this problem is to have our professors at each institution devote more time to the participant so that fewer stops would be necessary.

This brings up a question which should have full consideration by the colleges: Could we improve the program by having 10 or 12 colleges designated to handle all of the training of ICA participants? Each college would need to set up a special staff and provide adequate space and other facilities for specialized training in one subject such as livestock, entomology, journalism, etc. We are not recommending this plan, but it would be one way to give more concentrated training. We are trying out a plan something like this at Kansas State University where specialized training is being given to participants in livestock production.

Under our present program, about 7 percent of the 146 institutions are now doing 34 percent of the training of foreign participants. (See chart on the opposite page below) The 10 institutions which trained the most foreign nationals under ICA programs in 1959 are: University of California 100, Pennsylvania State University 61, University of Wisconsin 58, University of Indiana 53, American University (Washington, D. C.) 50, Cornell University 42, University of Minnesota 41, Texas A & M College 39, Columbia University 39, and University of Michigan 37.

To sum up, then, I would leave with you these three principal questions:

Can we reduce travel time?

Can we improve the quality of training being given participants?

Is there a better way to conduct the training program such as the specialized one discussed above, or some other?

THE FUNCTIONS AND RELATIONSHIPS OF ICA, USDA, AND THE COLLEGES
IN THE FOREIGN TRAINING PROGRAM

By Cannon C. Hearne, Director
Foreign Training Division, FAS, USDA

(A Summary)

An analogy may help to show the relationships of ICA, USDA, and the colleges and universities in the conduct of the Foreign Training Program. It is a unique example of cooperation, and we are proud to have a part in it.

One branch of a family (John) wants to build a house. John discusses it with his neighbors and has their blessing.

He asks another branch of the family (William) to design the house and supervise the construction. William calls on some of his architect friends and technical members of their families to help him with design and construction. The blueprint is approved, the house is built, and John pronounces it satisfactory.

The "house" in this analogy, is a program of training in agriculture in the United States for leaders, technicians, and officials of cooperating countries.

"John" is the International Cooperation Administration. His "neighbors" are countries cooperating with the U. S. through operation of the Mutual Security Act. Through its missions in cooperating countries, ICA determines the need for training and selects the individuals to be assigned to the U. S. Then, ICA brings the participants to this country, pays their expenses, and establishes the objectives for their training.

"William" is the U. S. Department of Agriculture, which consults frequently with "John" (ICA) in developing the blueprint and superintends the construction. With the help of his friends, "William" is able to obtain the technical assistance, materials, and facilities to construct this program of training.

The "friends of William" are the land-grant institutions. They are the architects, technicians, and builders who are able to put together the type of structure "John" wants. They offer their valuable services for this construction job. When the "house" is built, they and "William" (USDA) evaluate it to see that it meets the specifications established by "John" (ICA).

The Foreign Training Division of USDA's Foreign Agricultural Service has been designated as the coordinator of foreign agricultural training programs. Such a system of coordination was first recommended by the Land-Grant Association in 1949. This Division coordinates foreign training work through a Contact Office in each Department Agency and in each College. It also alerts the colleges as to intentions of other foreign leaders, technicians, or officials who want to visit the colleges. This service, provided to the Colleges at the request of the Land-Grant Association, is a courtesy to the visitor and has a powerful effect on good relationships between foreign governments and the U. S. and

between technicians at the college and the visitor.

The foreign training program is an outstanding example of an effective job being done by a team - ICA, USDA and the Colleges. This team is working to carry out an integral part of the foreign policy of the United States.

On behalf of the Department of Agriculture and the FAS Foreign Training Division especially, I thank each of you for your part in this excellent example of teamwork.

PANEL DISCUSSION

TOPIC: "Combining the Total Resources of Colleges to Carry out Their Responsibilities

(A Summary)

Topic Definer: Frank Welch, Dean, College of Agriculture,
University of Kentucky

Panel Members: Dr. Elmer Ellis, President
University of Missouri

Laurence W. Taylor, Assistant to Dean, College of Agriculture,
University of California

Arthur Deering, Former Dean, College of Agriculture,
University of Maine

Dean Welch--Definition of Topic

To mobilize the total resources of the colleges for participant training, it is necessary to utilize the same organization, same procedures, and same techniques as in the domestic program. This involves teaching, research, and extension, as well as a broadening of training beyond agricultural subjects. More than 50 per cent of the semester hours for graduation at the University of Kentucky are now required in subjects other than agriculture.

President Ellis

Mobilizing Total Resources

Recruiting personnel for overseas assignment is the most important part of a program of this kind. Selection of the wrong person can ruin a program. The man's wife is almost equally important in such an assignment.

The complaint has been heard that we do not send our best men to these cooperating countries. We usually do not send our big-name research people because they are not the type needed at this point. We have been discussing the possibility of sending some of these top scientists abroad on the basis of a 3-month consulting service. If this can be done, it will strengthen the program. But, the immediate need is for a different type.

With only one faculty member from our university on the entire college staff of a cooperating country, we need a man with broad training and experience. He should be the inspiring teacher type. He needs administrative know-how because the administrative problems are complex in these situations.

Principal difficulty in training men for overseas service is that we usually must train one at a time. It would be more effective and efficient if we could train

all going to one country as a group.

Participants from a country can be used to advantage to help train men going to that country. We also can give them considerable reading to do and have them discuss problems with various members of our faculty. One of the handicaps, of course, is the language barrier. Most of our people have been able to get along fairly well without learning the native languages in Asia, Africa, and Europe. In Latin America, however, we strongly recommend that our people should have a working knowledge of the language of the country to which they are going.

One other way in which we can help colleges in cooperating countries is to give them some of the many publications and other materials available to us. We have found that they can make good use of back numbers of technical journals and professional magazines. We should send them many of our university publications, books printed by the university press, and similar materials which would cost us practically nothing but would be immensely valuable to them. We can put the stamp of our own educational program on the institutions we are helping by supplying many of these items.

Also we should send to those institutions some of the livestock, poultry, and plant varieties which we have developed on our own campuses. This would be a very practical way to help them spread agricultural know-how through their countries.

We need to develop more organized instruction in this country for foreign service and establish chairs of American education in other countries. We should encourage more of our students and staff members, both in and outside of agriculture, to apply for Fulbright and Smith-Mundt grants. Many positions are going begging. The need for lecturers in Africa and Asia is especially great.

Laurence Taylor

Combining Resources for Foreign Students

Dr. X, a Professor of Engineering, applied to his Department Chairman for a leave of absence to take a 2-year assignment in Egypt. The Department Chairman denied his request for leave. Since Dr. X was near retirement, he decided to resign if necessary to take the assignment. When he appealed the decision, the Chancellor reversed the Department Chairman and granted the leave. And, the President of the University wrote Dr. X to congratulate him on receiving the assignment.

This incident points up the different attitudes about foreign service at the various administrative levels. The Department Head is quite concerned about losing a good Professor because his staff already is shorthanded. Sentiment at the top, however, favors foreign aid programs, and faculty members are encouraged to take overseas assignments.

This is part of the new concept of a university's responsibility in education. Formerly universities were thought of primarily as storehouses of knowledge. Today they are considered places where knowledge is created. The original concept of a State university was that it should train young people to be of service to their State. Then this concept was broadened to include service to the Nation.

And now, we think of the university as being responsible to help train people to be of service to the World.

To help facilitate the training, each department of the University of California (Berkeley Campus) has an adviser for foreign students. He and members of the staff determine whether a foreign participant is qualified to do graduate work or is to be an undergraduate student. Graduate students are in the majority. We actually prefer the post-doctoral student because he is more mature and is likely to be dedicated to his job. Also, he has less incentive to want to stay in the United States. The post-doctoral student is appointed to the staff and is given full privileges of using the libraries and laboratories and doing independent research work.

Foreigners served at the University of California fall into three groups: (1) foreign students, (2) visitors to the College of Agriculture, and (3) visitors in all other fields. This year there are 1,650 foreign students on the Berkeley campus. The foreign student advisor, who is in the Dean of Students' Office, has a full-time job.

The second group is made up of visitors to the College of Agriculture. The number of foreign visitors on the University's four campuses where agriculture is taught, exceeded 1,200 last year.

Foreign visitors on other subjects (third group) totaled 744 on the Berkeley campus last fiscal year. These visitors usually are referred to the Bureau of International Relations, which arranges contacts and plans programs.

The Contact Officer for foreign visitors interested in agriculture is a member of the staff of the Dean of Agriculture. He coordinates the program of handling foreign visitors on the four campuses and also with 11 research stations and 56 county extension agents. This centralized system of handling foreign participants distributes the workload fairly.

Each of the departments with large foreign student enrollments has an advisor for these students, who looks after not only the study program, but also, week-end and holiday activities. This administrative procedure results in smooth operation, but does not regiment the program. Visitors do not like to be treated as "cases," and the University makes every effort to avoid that impression.

Two groups which are of great assistance with foreign visitors are the International Hospitality Center in San Francisco and an organization of persons who have retired from the College of Agriculture staff. These two groups can help arrange invitations to dinner in an American home or a sightseeing drive in an American family car. Former county agents are particularly good hosts for non-technical visitors who have a general interest in agriculture.

One suggestion to strengthen the foreign participant training program is that the exchange of students and visitors be made in such a way as to establish permanent relationships between American universities and other countries. For example, with natural physical conditions in California and Chile so similar, it is suggested that university contracts and other forms of technical assistance in Chile could well be directed to the University of California. Students, professors, and research workers should be exchanged. Cooperative research projects

could benefit from the alternate seasons, which would make it possible to do two years' work in one.

The goal of our technical assistance relations with other countries has been rapid advancement of the developing nations. It is not too soon to put on a permanent basis, this program of international education for the benefit of these nations.

Dean Deering

Mobilizing College Resources for Short-Term Visitors

We have seen great progress in participant training during its first ten years. We have a clearer understanding of objectives, responsibilities, and respective functions. We have in FAS, ICA, and the Colleges, well-trained personnel who are experienced in foreign affairs. And, there is a growing realization that this responsibility is permanent, though of a changing nature.

A committee or committees representing FAS, ICA, and the Colleges should be established to define the more common problems encountered and best procedures to follow in administrative structure, informal training, degree granting, and other important areas.

Administrative direction and support from the top level is as important for short-term training as for other programs. It may involve placing one person in charge with an adequate staff to do the job. The person in charge should know his State and his institution, should have foreign experience, should have broad contacts with agencies of government, and should be able to work well with others.

One or more persons should be assigned to his office or be readily available to handle important details for the participants during their training period - such details as housing, meals, transportation, money, laundry, sickness, and special personal problems.

The program should be planned by, and with those involved, in carrying it out. This should include the top administrators - President, Dean, Director; the research, teaching, and extension staff (including county extension personnel); agricultural groups and businessmen; and farm families who may have a part in the training activities.

Last summer a group of participants from six nations on three continents lived for two weeks with farm families in Maine. Eighty-seven per cent of these farm couples attended and took part in the closing exercises with the group. The participants felt this was one of the most valuable parts of the training program.

The individual visitor is the most troublesome problem. Each institution has its own method for handling this problem, which is difficult, time consuming, and frequently unsatisfactory to both parties. This is the price that outstanding institutions and individuals must pay for the reputation they have created. The individual visitor should be cleared through the Foreign Agricultural Service before arriving in the U. S. if at all possible.

We look to FAS and ICA to bring together groups of participants (10-30) having common objectives and a common educational and cultural background. FAS, ICA, and the Colleges should jointly plan the program for each group three to six months in advance, with whatever adjustments may be needed later.

FAS should arrange with the colleges for specialized services, such as, live-stock production, communications, soil conservation, etc., on a year-round basis so that each institution can make best use of its resources. To further assist the college, FAS should designate one man on its staff, who is always available for each group being trained, to handle liaison between FAS and the college involved.

The college must be prepared to change, to adapt, to adopt, and to adjust the program to meet the needs of each group, and yet hold to the objectives originally agreed upon as far as possible.

The day will come, if not already here with some institutions, when a separate division of the institution, responsible to its President, will be established to handle all work involving overseas commitments - contracts, recruitment of technical personnel, participants of all kinds, exchanges, undergraduates, and graduates. We have accepted this program as a long-time opportunity, and the sooner we coordinate and integrate our forces, the better job we will do.

Questions and Answers:

Transcripts of grades for some foreign students are very difficult to obtain. Is there some central place to get help on this?

Dean Deering: The U. S. Office of Education can give considerable help in obtaining transcripts.

Dr. Taylor: I understand a proposal has been made that United Nations set up an office to help in this regard.

Are colleges tending to establish divisions for foreign training?

President Ellis: Yes, but the divisions are not limited to agriculture. They are university-wide.

Our colleges are going through a transition and moving away from the grouping of courses we had a few years ago such as crops, livestock, entomology, etc. This change makes the handling of foreign trainees more difficult. How will this affect the foreign training program?

Dr. Taylor: Not only do we have this changing emphasis, but we also are experiencing a decline in number of agricultural students. These foreign students will help to fill that gap. We must learn to fit them into our new curriculum.

PRESENTATION OF A CASE STORY OF AN ACTUAL TRAINING PROJECT

(A Summary)

Topic Definer: Dr. Floyd Andre, Dean
College of Agriculture
Iowa State University

Panel Members: George G. Gibson, Chief
Agricultural Institutions Branch
Office of Food and Agriculture, ICA

Dr. Katherine Holtzclaw
Agricultural Institutions Branch
Office of Food and Agriculture, ICA

Keith Harrison
Agricultural Training Branch
Office of Food and Agriculture, ICA

Roger Wolcott
Agricultural Institutions Branch
Office of Food and Agriculture, ICA

Dr. W. E. Harvey, Assistant Director
Foreign Training Division, FAS, USDA

Miss Ruth Ethridge, Program Specialist
Foreign Training Division, FAS, USDA

Joseph Rogers, Foreign Contact Officer
Soil Conservation Service, USDA

Harley Daniel
Foreign Research and Technical Programs Division
Agricultural Research Service, USDA

Karl Magleby, Foreign Contact Officer
Farmers Home Administration, USDA

Addison H. Maunder, Chief
Foreign Educational Branch
Federal Extension Service, USDA

Dr. Jack Gray, Coordinator of Foreign Programs
Texas A & M University

(Continued)

Panel Members: Dr. Fred Snyder, Director of Short Courses
(Continued) College of Agriculture
Pennsylvania State University

Dr. H. H. Wilkowske, Assistant Director
Agricultural Experiment Station
University of Florida

The object of this panel presentation was to provide the representatives of ICA, USDA, and cooperating institutions at the Conference an opportunity to examine all of the essential steps involved in planning and executing a training program from its inception to completion. Many persons contribute to the development of a training program but the majority only have responsibilities for various segments; relatively few people are involved with the total process. It was natural therefore that this kind of fragmented responsibility often caused misunderstanding or irritation by some who have not had a clear concept of the total development and implementation process of a training program, and the reasons for each of the required actions.

The committee decided that the presentation of the process would be more effective if it were based on a real case history utilizing the actual documents to illustrate each action which occurred in the program. For this purpose, the case of Participant Mahboob, Pakistan, was selected. In so far as possible, the panel members for this presentation were those who had had some actual responsibility in the development of Mr. Mahboob's program. Accordingly, each panel member either explained or reenacted in some measure the role he or she played in this case story.

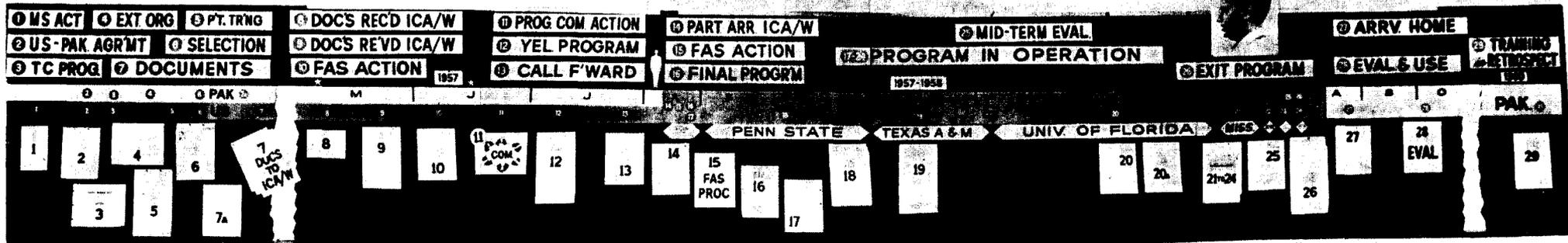
To make the program-development process vividly clear as the presentation unfolded a twenty-eight foot flannelgraph was used. (See next fold-in page) Extended from one end to the other across the center of the flannelgraph was an eight inch strip to mark off the periods of time corresponding to the actions which took place in Mr. Mahboob's program. As each member of the panel described his part in the program, the name of the action and the actual document involved were placed under the appropriate time segment on the flannelgraph.

Gibson of ICA established the setting of the presentation. He discussed the legalities of Pakistan and United States agreements which permitted the participant--Mahboob, the case for discussion--to come to the U.S. for training. Harrison of ICA explained the various documents that needed to be completed and other requirements necessary before the participant left his home country. Harvey, FAS, developed the action in FAS after receipt of information regarding the visitor. He explained the attempts to keep training consistent with agricultural policies and established the purposes behind program development.

After a re-creation of an actual committee's discussions and action regarding Mahboob's program, Harrison explained the facilities for new arrivals and discussed the various types of orientation received by all visitors when they first arrive in the United States.

Mahboob, the participant in this case, had been programmed in four states: Pennsylvania, Texas, Florida, and Mississippi. A representative from the

PARTICIPANT MAHBOOB-PAKISTAN



The picture above is a photograph of the 28-foot flannelgraph which stretched across the front of the conference room where the Ninth Conference on Agricultural Services to Foreign Areas was held. The photograph was taken in four parts and pieced together for use here. From left to right it tells the complete story of the process followed in

training, from the passage of the Mutual Security Act by Congress (number 1) and the U.S.-Pakistan agreement (number 2) plus selection of this participant in his home country (number 6) to evaluation of his program in the U.S. (number 28) and the consideration of his training in retrospect on his return home (number 29.)

20A

Land-Grant college or university in each of those states outlined Mahboob's activities. Included were orientation programs--at Pennsylvania State University he received orientation as part of a group as well as development as an individual; at Texas A & M he and faculty members planned his activities and made changes and additions to his program with the participant; Florida accepted the participant for 12 hours of course work, including an agronomy seminar, and courses in plant breeding, weed control, extension, and soil survey; Mississippi State enrolled Mahboob in a Seed Short Course which included trips to Minnesota, Illinois, and Nebraska to study seed testing, improvement and certification, marketing, and production.

Mahboob's program then was evaluated to the extent to which his objectives were achieved--a part of his final week in Washington, D. C.

Further discussion related to Mahboob's arrival home, his home report, plans, and reaction to his new performance. Today he holds a position as a leader in education and recommends longer visits on future study programs here--as well as a repeat program in four to five years.

The remaining discussions of the afternoon can best be summarized by the following outline which ICA prepared to accompany the flannelgraph, quoted verbatim:

THE PROCESS of ICA PARTICIPANT TRAINING
in the UNITED STATES

1. The Mutual Security Act

The legal authorization by the Congress of the United States for technical assistance operations.

2. The U. S. and Host Country Agreement under the Mutual Security Act defining areas of technical assistance.

3. The Technical Cooperation Program which describes specific objectives, projects and funding.

4. The Extension Organization and the proposed schedule of training for participants.

PROCESSING AT THE USOM

5. Preparation of the PIO/P (Project Implementation Order/Participants)
The official USOM application and statement of training objectives.

6. Selection of the Participant and Bio-Data

Selection is done in several ways:

- a. Examinations
- b. Direct Appointment

- c. Arbitrary Selection based on language facility
- d. Committee's Selection
- e. Other means

Biographical data is prepared by the participant with USOM supervision and guidance where necessary.

7. Other Processing Documents and Requirements

Concurrent
Action

- a. Collateral Materials - transcripts which should be in English.
- b. Medical Examination and documents submitted.
- c. Dependency Certification if Mission concurs.
- d. Preparation of Participant Workbook.
- e. Language Training should be started if needed.
- f. Possible Orientation and Instruction on Customs and Proper Attitudes.
- g. Travel Arrangements, Visas, Passports, Tickets, Baggage Allowance, etc.
- h. Advance Maintenance Check in hand.
- i. Notice to ICA of Flight Details, ETA, etc.

Transmission of documents to ICA/Washington. These need to be in Washington 120 days (not less than 90 days) prior to desired arrival date.

WASHINGTON ACTIONS

Concurrent
Action

- 8. Documents may arrive together or separately. All go to a Central Collection and Distribution Point. The Bio-Data is used to request security clearance. (If the Bio-Data is provided on the newest forms, security investigation can start within one or two days, but if Bio-Data is on old forms, reproduction is necessary, thus causing about 15 days' delay.)

Then the Bio-Data and/or PIO/P are sent to the Training Division along with collateral documents.

Under the best of circumstances, processing through the central distribution point will take 3 days to a week. When work is heavy, this may run 2 to 3 weeks behind.

9. When all the pieces are together, ICA/W can officially review it. In O/Food, it is seen by the area men, the technical advisor, and ATD. This takes about one week.

Concurrent
Action During
This Period

If the application is approved, the following occurs:

- a. ATD sends an approval message to the USOM.
- b. ATD transfers the bulk of the documents to USDA

(or Dept. of Interior or other appropriate agency) with a letter of transmittal over the signature of the Director of O/Food in ICA. This goes to the Administrator of FAS (or comparable official in another agency as required) requesting action or programming.

- c. ATD forwards PIO/P to the central ICA processing unit for final issuance.

10. In FAS the transmittal letter, with attachments, goes to Cannon Hearne and one of his assistants assigns it to a specific program specialist. From the time the transmittal letter is drafted (including signature of the Director of O/Food and moving through all the channels), it takes 5 to 10 working days. However, should questions of feasibility, justification, or any one of 100 points be raised, they cause delay.

- a. Project received in FAS.
- b. Project reviewed by FTD Director's Office to determine:
 - (1) if training envisioned by USOM can be provided.
 - (2) if training objectives are consistent with U.S. policy on technical assistance training.
- c. Bio-Data distributed to FAS Regional Office concerned, to FAS Commodity Office (if commodity involved) for informational purposes.
- d. Project recorded in Director's Office for reference and fiscal purposes.
- e. Project assigned and forwarded to Program Specialist.

Concurrent
Action

11. Upon receipt of the documents from the FAS front office, the Program Specialist decides on appropriate committee members, and calls a meeting to start developing the program outline. After a thorough review of the PIO/P bio-data, and other documents, a proposed (yellow) program

is set up to conform with stated needs and objectives in the PIO/P. Considerable juggling of dates is often required to adjust a program to scheduled workshops, short courses, college semesters, and other situations beyond the control of the committee. Programming is further complicated by trying to arrange travel in an orderly, economical reference and preferably to locations where climatic and seasonal conditions approximate those of the participants' home country.

Concurrent
Action in USOM

Concurrently, clearance action is under way. The normal time for this is 6 to 8 weeks for routine clearance. When the work load is light, ATD gets many clearances back in 4 weeks--on the other hand, it may take 10 weeks or more when the work load is heavy.

By the time security clearance is completed, FAS or the other appropriate agency usually has started planning the program as outlined in 11.

Concurrent
Action in U.S.

12. When the proposed (yellow) program is typed and reproduced (normally one week), another week is required for this to be sent back to ICA for review and dispatch to the USOMs, the colleges, and other training locations for review and response.
13. At that time, if language facility is no factor, ICA can call the participant forward. (India asks 6 weeks' lead time.) ICA tries for a minimum of 30 days' notice (the Call Forward may go out before the USOM receives the proposed program). Sometimes it may be found necessary to give the participant up to 6 weeks' language training in advance of the normal Call Forward date. (Mission could select more carefully sometimes on this qualification.)

14. The participant is received at one of several reception centers (New York, Miami, New Orleans, Los Angeles, San Francisco, Seattle, Honolulu or San Juan, P.R.) for assistance through customs. ICA/W needs arrival details early enough to notify reception centers. Cables are automatically transmitted--and airgrams relayed--to the reception center if the incoming message is properly captioned and on time. Late arrival airgrams can cause trouble and embarrassment.

The participant then arrives at Washington and should be met by a Washington International Center (WIC) volunteer who gives housing information and instructions on when and where to report. Normally, the participant is to be at WIC the next morning after arrival. At the WIC, a welcoming and a brief orientation is given between 9:30 and 10:45 a.m.

The participant then goes to ICA--Agricultural Training Division (ATD) about 11:00 a.m. At ATD, he is given routine (but not simple) administrative orientation. This covers:

Items Participant Receives: Lapel button
Handbook of Administrative Instructions
Health and Accident Insurance Instructions
and forms
Some sample reports

ATD gets information from the passport and visas section and picks up the return International tickets (for safekeeping and to complete return travel arrangements before participant returns to Washington).

Instructions are given on forwarding publications to the home country of the participant.

(This lasts to about 12:30 p.m.)

Beginning at 2:00 p.m.: Initial interviews with the ICA Technical Advisor is scheduled (about 1 hour). Technical Advisor schedules appointment with the Program Specialist (whoever is designated by FAS--3:30 to 4:00 p.m.).

FAS (or other appropriate agency) ACTION

15. After completion of the orientation conference with his Technical Advisor, the participant is scheduled with his Program Specialist in FAS who has responsibility for the over-all supervision and servicing of his U.S. program. This initial meeting may include the program planning committee or the committee may meet with the participant later.

At this time the over-all objectives and content of his program are discussed along with any revisions which may be needed. This may take only 15 minutes or up to 3 hours, depending upon problems which may arise. If the participant is one of a group, this session may require half a day.

Often it is necessary for the participant to confer with technical units or agencies on special aspects of his program. In this case, a meeting would be set up with a specialist in Forestry, Soil Conservation or other technical field as required. This may take from 15 minutes up to a day. By this time, assuming acceptance of the proposed program by the participant and taking into consideration the suggestions received from the USOM, the colleges and other training institutions, and the participant, the final (green) program is prepared.

After one week at the Washington International Center for cultural orientation to the U.S., the participant is given three days of group orientation at USDA. (If participant needs language training, he goes to the American University Language Center in lieu of WIC day program.) Many of the WIC presentations are incorporated in the language training materials.

The group orientation at USDA includes:

Discussions and films on:

- a. History and development of U.S. agriculture, general characteristics of agriculture and farming in USA, local and state agricultural institutions.
- b. Visit to Agricultural Research Center at Beltsville, Maryland
- c. Orientation by appropriate USDA Service.
- d. Responsibility of participant and trainers to the training program.
- e. Organization and functions of the USDA.
- f. Financial aspects of the participants training program such as per diem, book allowance and travel.

16. The participant then moves into the first place of his actual training program. By this time his finalized program has been reproduced and copies are made available to him for reference, for forwarding to his family and professional associates back home and other uses.

17-24. The participant is now ready for his subject-matter training program academic or otherwise.

Sometime during the period, unless over-riding circumstances prevent, he is given one week in the Communications Seminar, preferably near the end.

25. Also during his program, a mid-term evaluation may be held and program adjustments made where needed.

26. Upon completion of his training, he returns to Washington, D. C. for the termination program. This includes:

- a. An evaluation session with the Program Committee and the Evaluation Specialist.
- b. Participation in a terminal program session (how to get a job done at home)
- c. Completion and submission of his pre-departure report.
- d. Completion of travel arrangements for return home.
- e. Further conferences and follow-up work with USDA-ICA staff members.

- f. Collection and dispatch of USDA publications.
- g. Winding up "house keeping" details such as accounting for book allowance, turning in unused travel tickets, settlement of fiscal accounts, income tax clearance, etc.

NOTE: Any proposed changes in a program which affects the terminal date should be made known to ICA/W at least 60 days prior to the tentative departure date.

REASONS: Even minor changes require re-arrangement of travel and necessitate 45 days' initiation in advance. Any major change would almost certainly require USOM and host government concurrence also.

27-28. Upon return home, the participant meets with the USOM Food and Agriculture Officer, the appropriate USOM technician and the Training Officer to:

- a. Brief the participant on project developments during his absence.
- b. Discuss and review the participant's U.S. training program.
- c. Discuss preparation and use of the participant's report to the Ministry and the USOM.

He also meets with the Ministry representatives for the above purpose.

Amendments and Extensions of Programs

Extension of One Month or Less:

ICA/W has discretionary authority to approve extensions in training programs of one month or less except in the following instances which require prior USOM concurrence:

1. Where program funds are insufficient, requiring an amendment to the PIO/P.
2. Where the USOM has stipulated in the PIO/P that prior concurrence is required.

In no instances should study programs be developed in excess of the specified time without ICA/W approval.

Extensions of More Than One Month:

Extensions of this duration may be proposed officially only by the host government, the USOM, or ICA/W, and must be approved by all three of these parties.

If the USOM and the host government decide to propose an extension, the proposal must be submitted to ICA/W for review and action at least sixty days before the scheduled completion date of the program in question.

Request for extensions originating with participants should be referred to ICA/W. They will follow up with the request, as appropriate, with the USOM.

In meritorious cases, USDA program committees may recommend extensions to ICA/W through established channels. However, it is emphasized that ICA policy continues to be one of denying extensions, particularly those of more than thirty days, in all cases except those with the strongest justification.

Meeting discussion then centered around questions and answers.

Summarized versions of both questions and answers appear below:

Q. Have yet to be able to determine what a participant came to U.S. for--in specific terms. Did the foreign country have in mind what it wanted participant to learn or did it simply send a good man here for training?

A. Was probably one of the best men they had for training in Extension.

A. (By Mimms)--are now coding, by PIO/P number, the subject participant is expected to return to. In some cases Missions do indicate future job. Question may be "Is this a common enough problem that we need to do something about it?"

Q. Instead of saying "Extension" could we not define more specifically the term?

A. (Question thrown to the group for answer which did not arise.)

Q. Participants say documents don't mean what they say. What do we do about this?

A. Should check with program specialist. Mistakes sometimes made in PIO/P.

Q. In Mahboob's case, Mississippi only knew of his need for seed training--nothing about other state training.

A. (Discussion by Maunder on concept of Extension then arose.) Other countries combined other services in extension. Here we thought he needed extension methods, organization, work of specialists, and administration.

Q. (Nebraska) On the setting of objectives, agreement between whom?

A. U.S. and Pakistan.

Q. When did the participant get involved?

A. We don't know exactly. It should have been early, before the participant left home. The development of a workbook gets the participant involved--this provides him opportunity to participate.

Q. The participant often is interested in his past job; but someone else's objectives often are not his own. What can we say about this?

A. This is particularly true of women in Turkey, i.e. agriculture women here to study home economics.

Q. Sometimes the committee's interpretation of the participant's objectives, and the committee's interpretation of what a state might do, are far different from the state's interpretation and that of the participant.

A. (Mauder) The only comment I have to make is "I agree."

Q. When is it established that a participant will or won't study for an advanced degree?

A. In the PIO/P-the question still comes up by participants.

Q. Is a certificate idea of any use?

A. Montana reported that participants like them but issuances are often a farce; they decided not to give them because they have no particular value. Nebraska reported that its home economics participants must have completed 30 hours of academic work. Mimms said the Missions now are presenting certificates after participants get home.

Q. Do participants know the difference in makeshift training and one which challenges them?

A. It depends on the country and the individual.

Q. Recognizing these differences, what detailed evaluations have you made of early orientation and what have you found out?

A. 1. They don't retain 80%.
2. It's helpful in that they do remember when reminded.
3. The period is valuable from an adjustment standpoint.

We know participants don't absorb everything presented during this initial orientation, but if they don't have orientation at all problems are much greater later on.

Hearne said: Evaluation reports are being made of the orientation process in USDA. We can't study the International Center orientation as we have studied our own orientation. We are making changes constantly as our information of participants is changing.

Q. How much orientation was given to the participant's committee on states to which this participant went?

A. Directed back to colleges.

Further discussion emphasized that we have left a lot of things to people who don't understand the problems of Pakistan or who even have had experience in only one state. The participants spend 90% of their time in states, yet some Americans in states say they didn't even know there were workbooks.

Q. I am more concerned about committee planning: 1. When do you know the technical competence of participant? 2. When do you pass it onto states?

A. We can't know until we meet the participants. However, our people have experience with other groups and therefore can give them a much better program. Before objectives are written we consider their backgrounds as far as we can determine. Then we send this to the states in the yellow programs.

Q. Couldn't we send material on each country to the people who are to do the training?

A. I refer to the talk this morning and the training of the farm family. (See page 27, next to last paragraph)

Discussion: We give as much information as we have, so why not copy from "Other Lands, Other People?" We don't have any more of these publications.

A. (Colorado) We have a library on foreign countries and make up fact sheets to send to people. Minnesota also does the same.

THE FUTURE FOR FOREIGN TRAINING IN THE UNITED STATES

By W. S. Middaugh, Chief
Agricultural Programs Division, Office of Food and Agriculture
International Cooperation Administration

(A Summary)

Record numbers of agricultural participants are being trained in the United States in 1960. The program has grown from about 700 participants in 1949 to about 1200 new participants in 1960-61 (See chart, page 42). Add those studying under ICA-University Contracts and the figure will run close to 1500 participants. The immediate future, i. e. the next four or five years, will show some increase.

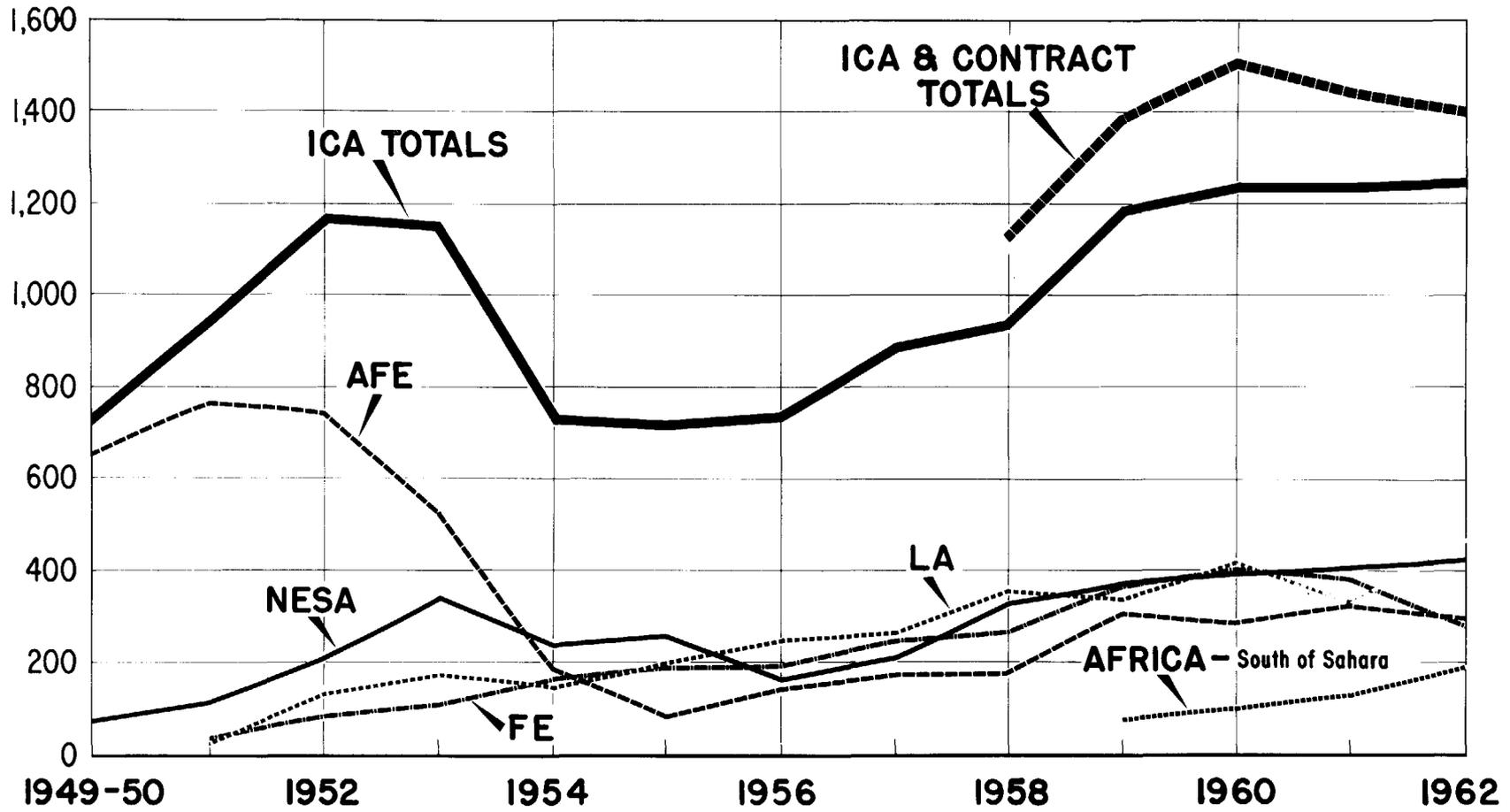
It is estimated that between 1400 and 1500 participants will arrive in the United States for training in 1962. The length of training will be longer and, considering the carryover from one year to the next, we can expect to have about 2000 participants receiving training in a given year.

In 1950-52 many participants came from European countries but this part has gradually phased out. Japan, Israel and Greece are following these same patterns as the countries develop their own colleges and universities. Participants from Africa are expected to take the place of former Europeans. The average rate of growth has been approximately 30 participants per year for each of the four regions, or a total of 120 per year. It is expected this rate of growth will continue for the next four or five years. Africa, South of the Sahara, is expected to increase at a rate of not less than 40 per year. Sixteen countries in that area with a population of about 86 million people will gain their independence during 1960. It has been difficult to find suitable candidates with sufficient training and knowledge of English.

A dozen countries now have participants in the United States agricultural colleges on a multi-year basis. The long-term goal will be to develop African colleges capable of graduating professionally competent people to staff local institutions. The intermediate goal is to train people outside of Africa to staff these institutions. Concurrently, it will be necessary to give short-term training to people who can be installed to carry these responsibilities until more completely educated individuals are available. Short-term training will be given in the United States when it is important that participants see United States institutions. This means we may expect African students for both long-term and short-term training.

ICA is not the only organization bringing students from Africa. The African-American Institute has a contract with ICA to provide 150 scholarships for French Guinea students; it is estimated 40 of these will be agricultural students. The African Scholarship Program of American universities will make scholarships available to students from all of tropical Africa. This group is now working with 24 American colleges and universities and has brought 24 Nigerian students for undergraduate studies. They hope to have the

ICA AGRICULTURAL PARTICIPANTS IN THE U.S.



cooperation of American colleges and universities and bring 200 African men and women for study in the fall of 1961. These students will be candidates for a four-year degree course. The cost of this program will be shared:

- (a) Each cooperating American institution will provide scholarships covering tuition and fees.
- (b) Each African Government will provide for the international transportation.
- (c) ICA will make funds available to the African-American Institute to cover the students' cost of living which exceeds the students' own resources.
- (d) The Carnegie Corporation will make \$100,000 available to meet the administrative costs of the program.

Plans are being developed to expand the program to cover three additional groups in succeeding years bringing the total to 800 undergraduate students from tropical Africa.

There is no way of forecasting how many of these will be agricultural students. African nations will be asked to indicate the kinds of training most needed for their development which are not available within their own institutions. A sizeable number might be in agriculture.

The next step is for the sponsoring colleges to seek the cooperation of American institutions which offer courses of recognized quality in these fields. Of the 24 colleges and universities which have joined together as the sponsoring group, only two have agricultural courses.

There may be other groups offering training for Africans. The number eligible easily may become the controlling factor of how many ICA trains.

What do the ICA participants study and will this change in the future? The largest group are being trained to assist in establishing and operating institutions - agricultural schools and colleges, research stations and extension services. A large number are learning how to do specific things -- how to be extension agents, how to conserve the soil and water and make better use of them, how to produce better livestock and livestock products, and how to grow more trees and make better use of them. These are the participants who have been in special training.

We do not perceive any pronounced trend in most of these programs and expect them to continue in the immediate future at about the same level. The exceptions are in connection with agricultural policy for the development of the agricultural economy. Related subjects are agricultural credit, cooperatives, and services necessary for the development or redevelopment of an area. The number of participants coming here to learn about these related subjects will more than double from '59 to '61 according to plans. Further increase can be expected especially if the United States meets the challenge of developing good training programs and also sends out qualified technicians

to assist the programs in cooperating countries. The demand for this activity is in every region. Some of the greatest problems are in Latin America and Africa.

We are adding to our staff of specialists in our O/FOOD Washington office an agricultural economist who is an expert in the land-problems field to assist in recruitment of technicians and to backstop them after they get in the field. He will also cooperate in the development of the training programs for participants. To be successful, it, like all our other work, must have the cooperation and support of the agencies and institutions represented here. You will have to help us find the right technicians to send out; you will have to develop the proper training programs for the participants. I know we can count on you to do both well just as you have met the challenge in other phases in the past.

Let me emphasize the importance of our assistance in agricultural policy for the development of the agricultural economy of the countries asking for our aid. These countries refer to agrarian reform as both a subject matter and a movement. Agrarian reform is a necessity to take care of the increased population, to increase agricultural production and to maintain economic and political stability. Providing for the utilization of idle or inadequately and uneconomically utilized agricultural lands to produce places for settlement of unemployed workers is vital to continuance of some governments, perhaps to continuance of the democratic form of government in some countries.

Before summarizing, let me say that subject-matter trends are less discernible in third-country participant training. One thing stands out with respect to third-country training and that is the planned increase. The number will nearly double between 1959 and 1961 according to plans which provide for as many ICA participants to be trained in third countries as in the United States in 1961.

In summary, I have shown that the agricultural participant program has grown at the rate of about 30 participants per year per region or 120 in total per year. A continuation of this growth is expected for the next four or five years.

The rate of growth for Africa--South of the Sahara--is expected to be larger, or 40 more per year. The later estimate is little more than a "guesstimate" at this time and does not represent the total training of participants for this area, not even the total that ICA help finance. It represents the addition to the direct-participant training program with which you are mainly concerned.

A larger proportion of the training is expected to be regular college courses, up to four years rather than short special programs. Subject-matterwise a marked increase is expected in agricultural policy for agricultural development, regarded as agrarian reform in many countries. This is a most important activity that will demand our best, both in participant training and technicians.

QUESTIONS AND ANSWERS

Among questions asked were those concerning third-country training -- where it is to be, who will pay for it, how many participants will be involved. It was stated Japan has established a large training center for the Far East and many European countries provide training. Most countries do not charge for providing such training; the cost of participant maintenance is borne by ICA. More than 6000 participants have received third-country training in the past and it is expected this number will continue to increase. A discussion session ensued:

O. L. Mimms of ICA explained that third-country training provides less cultural shock; the language problem can be better handled; it is good to mix U. S. training with a third country, and training is less expensive. He explained that certain participants -- the leader type -- must come to the United States for impressions of our total system.

William Herms of the University of California raised the point of Americans going abroad and the reply was that there is an increase and it will grow as we help with African programs. An increase of participants from Latin American countries is expected due to the new show of interest to that part of the world.

Middaugh explained that training centers for the English language are being developed in certain areas of the world--Tunisia, for example. Certain Africans will go there for training before coming to the United States.

Ann Blaisdell of FAS, USDA asked to what extent ICA would be able to supply information concerning future employment of the participant. Her question referred to one raised previously by Fred Sloan of North Carolina State who stated that frequently a man was trained for one job and returned home to another.

Mimms replied that it is hard to get an American youth to decide on his future employment and equally difficult for a foreign person, but ICA is supplying so far as possible information of this type.

PANEL DISCUSSION

TOPIC: "How to be More Effective in Training"

(A Summary)

Topic Definer: Addison H. Maunder, Chief, Foreign Educational Branch, FES, USDA

Panel Members: S. N. McIntosh, Assistant Director, Office of Food and Agriculture, ICA

Miss Agnes Arthaud, State Leader of Home Economics, University of Nebraska

Jack Gray, Coordinator of Foreign Programs, Texas A & M College System

R. W. Jugenheimer, Assistant Dean, College of Agriculture, University of Illinois

Addison H. Maunder--Definition of Topic

Mr. Maunder set the stage by pointing out three main questions:

1. What are the purposes of training programs?
2. How effective has training been in the past?
3. What are the areas of training and how can training be improved?

He suggested the following purposes or objectives of participant training in the United States:

1. To provide information, usually technical or scientific, related to the participant's job assignment when he returns to his country.
2. To help participants develop skills and improve techniques in the practical application of knowledge in their respective technical fields and the teaching of these skills and techniques to others.
3. To assist participants to adapt their newly gained knowledge and skills to conditions and situations in their own countries.
4. To stimulate the development in participants of an attitude of professional integrity and a dedication to public service.
5. To help foreign visitors understand and like Americans, and Americans to better understand and appreciate our foreign visitors.

How effective has training been thus far?

S. N. McIntosh

It has been my good fortune to work overseas after working many years in the United States. I have been in Washington a very short time, therefore, am qualified to appraise participant training objectively, not as a bureaucrat.

There is much evidence that training has been effective. It is particularly important for participants to understand the basic structure of our organizations in agriculture. They leave confused and without clear-cut lines of responsibility through organizations. The Land-Grant system is unique and participants should understand the relationship of the various parts of Land-Grant research, resident instruction and extension to each other and to other public and private institutions. It is highly important that participants be well handled and get a good understanding of how we operate in the United States. No one can predict the future position of a participant. The attitude with which he returns to his country is most important. It is difficult for an American to appreciate the cultural shock a participant goes through.

We have had many successful participants; some problem ones. Some found their training had little relation to their job upon returning home. Some who are in top administrative positions have not been happy, but it is highly important that we go all out to see that our best technicians work with these people. These are the participants who develop policies and we want them to leave the United States with a good attitude.

Who are we to say who will be the leaders of the world 50 or 60 years hence? We must have courage, faith and be sincere in our work. How many of you are in precisely the job you trained for? No one knows what participants (or ourselves) will be doing two years from now. Given the handicaps under which we have worked, I think we have been pretty successful. An illustration of not being able to predict the future is the man from Colombia who studied rural sociology and is now Assistant Minister of Agriculture.

We have let "problem" children set the stage and forgotten the average -- the bulk of our participants. We remember the high and the low.

Agnes Arthaud

Participants must come with a definite purpose even though they may later change their positions. They learn more when they have a definite purpose. They can relate their training to actual work.

R. W. Jugenheimer

Imitation is the sincerest form of flattery. I should like to point out an example of effective training. Professionally I was a corn breeder before going into administrative work. Part of my job was assisting with the training in this field of about 150 individuals from more than 40 countries. The largest group of participants has been from Yugoslavia. Corn is very important there

and they became interested in the possibilities of corn hybrids.

The development of hybrid corn is based on Mendelian genetic principles. At that time the Russians scoffed at our genetic theories in favor of their Lysenian genetics. It seemed to some of us that this might be an opportunity to demonstrate that our methods were more effective than the Russians. Since that time, we have aided in the training of a large number of Yugoslavs. Their interest ranged from potential corn breeders and seedsmen to directors of agricultural experiment stations. Their stay varied from a few months to a year or more.

At the present time the Yugoslavs have the best corn breeding and seed production program outside of the United States. Mr. Trifunovic, one of our participants, has been granted a prize roughly equivalent to a year's salary for increasing corn yields in Yugoslavia.

Krushchev has seen the effectiveness of hybrid corn. Consequently, Russia now has adopted our Mendelian methods of developing hybrid corn, and is trying to compensate for thirty years of ineffective Lysenian genetics.

Addison Maunder

We have accomplished much yet we can always improve. Providing information is the easiest thing we do. However, even this may be difficult unless the teacher knows something of the technical knowledge and background of the participant, and the participant is able to understand the instructor. Background information in the participant's program and itinerary is necessarily brief and sketchy. This information may not always come to the attention of all persons having a part in training.

How instructors and others with whom the participant comes in contact are properly briefed and otherwise prepared seems worthy of discussion in this panel.

R. W. Jugenheimer

We need to reemphasize the careful selection of participants. They should be selected strictly on a merit basis. Overseas agencies must have a definite idea as to what they hope to obtain from the program. Participants must be able to speak, understand, and write fluent English. Arrangements for graduate training on the local campuses should be made a long time before the visitors arrive. Transcripts or other credentials must be provided early. Participants need to arrive on the campus at least a week or two before the start of classes. A better sequence of classes usually is available when visitors start their work in the fall. Thesis research to be conducted in the field must coincide with the growing season.

In general, we have about four different types of visitors:

1. Individuals or small groups who spend only a day or two. These present no great problems. Most staff members realize we must be hosts to such individuals if we, in turn, wish to visit their countries.

2. Small groups desiring to spend more than a few days, but less than a quarter or semester, present serious problems. Many individual staff members object to spending unavailable time with small groups. In most cases, they must materially neglect regular research, teaching or extension duties. The average cost for this type of visitor may well be \$50 a day. Costs per person, in larger groups, are much less. Individuals or small groups should rarely spend more than a few days at an institution unless special arrangements for financing such visits are made.
3. Staff members feel their time is more productively employed with large groups. Questions and discussions with large groups make for better understanding. Costs of conducting such programs are relatively inexpensive. Participants interested in specific phases of work should be concentrated in larger groups or training schools on a smaller number of campuses. In addition to better technical training, participants in groups may more easily learn about the objectives and responsibilities of the universities, homes, schools, and customs of American citizens. We have had fine training schools in the fields of hybrid corn, soil fertility, communications, etc.
4. More training of foreign participants should be patterned after that of our graduate programs in agriculture. Participants might spend about half their time on a graduate program leading to an advanced degree. The balance of their time would be spent on in-service training and with other interests. They would have opportunity to become familiar with research, teaching, and extension in their professional field. Such a program permits a better balance between applied and basic research. Participants not only obtain academic training in their professional fields but also are better able to apply it in their own countries upon their return.

Appointments as graduate assistants or associates make participants feel more like they belong to the university staff. Such a program also makes staff members more enthusiastic to serve as advisors. We might as well realize that advanced degrees have a real economic advantage. However, they take a minimum of 18 months. Obviously, work toward a doctorate requires a longer period of time. Our colleges and universities have developed excellent staff and facilities for graduate training. Let's utilize these institutions for this type of training much more than we have in the past.

Agnus Arthaud

There is need for further consideration for concentrating participants by subject matter at certain institutions. If this is done, staffs will be better prepared and institutions can provide specialists for technical training. Perhaps, one institution could accept a certain area of the world; if this is done, instructors would not feel it is such a hopeless situation. One finds it difficult to become acquainted with customs in all areas of the world, but could concentrate on a few. Groups should be composed of participants from similar areas. The last group we had was composed of 14 people from 10 countries. It is impossible for us to do a good job under these circumstances. The staff gives up trying to learn about 10 countries. I admit we do not always acquaint ourselves with the background information given us. If we studied the proposed programs we would know more.

Jack Gray

Situations with language and other adjustment problems are handled at our institution with the help of the Foreign Student Adviser. There is a six-week orientation program which includes English as a foreign language. They teach English through the use of tapes; a participant is given a tape prepared by the professor of the department in which he will work. He has six weeks of three-hour daily English training (Texas English). Another feature of this orientation program is the explanation of the semester system and consultation with future faculty advisers.

S. N. McIntosh

We need to face realities of the situation and be clear of political influence. Other countries have political problems the same as we; sometimes they send participants because of their political influence. We have political influence in the United States, but we tend to overlook this when we talk to a participant.

The language barrier represents a need for third country training. I believe in bringing people to the United States and letting them live with us, but we cannot ignore the potential for third country training. I fear we either do not know or have forgotten how we got to where we are. Our early county agents did not have a B.S. degree. They would not be accepted now, but we must remember that our basic standards more nearly approached the standards of most of the countries in which we are working.

We do not build good public relations for the United States by granting degrees to people who are not qualified. I studied the reports from some 30 or 40 countries before coming to this meeting and a common vein running through all of them is the importance of getting down to the level of the participant. They need more time at the county level and less time with the superstructure. Much of our training is too sophisticated -- mechanized farms and electric kitchens. Participants have said they need to spend at least half their time in your most backward area. Participants returning to home countries tell us they took the grand tour; they spent too much time in travel and went to too many places. This needs careful consideration. One measure of success is the performance of a participant in his home country. Programs are the result of the joint responsibility of the host government, the Mission, ICA/W and the people of the United States.

Addison Maunder

Teaching technical skills is important. A participant once told me "we saw a lot, we learned a lot, but if people ask us what we can do, we can do nothing." Techniques and skills are more difficult to teach than knowledge. Many scientific techniques in agriculture and home economics involve expensive and complicated equipment, often unavailable in participant's home country. Must the participant wait until such equipment is available before putting the related knowledge into practice or can the same knowledge be applied with simpler, less expensive equipment?

Several kinds of skills are important in applying knowledge of agriculture and home economics. First, there are the manual skills of farming and family life. Extension workers in particular must be skillful in common farm and home operations if they are to earn the confidence of the people with whom they work. We say that many participants don't want to get their hands dirty. I wonder how much of this attitude can be traced to their lack of confidence in their ability to do the commonest manual operation. We must remember that in many countries only boys and girls have the opportunity for formal education they must have to qualify for training in the USA.

What are we doing to help participants gain confidence in their own ability to demonstrate the simplest farm or home practice?

Skills in teaching others is of even greater importance. We place great emphasis upon the policy of training people who can go home and teach others what they have learned. But this kind of skill requires both instruction and practice. As an example, are we giving our Extension participants adequate opportunity to actively participate in Extension teaching? Are we giving those concerned with research and operational programs some of the essential principles, methods and practice of either formal or Extension teaching?

Adapting the application of technical knowledge to the physical, economic and social situation in participants' countries is a task many of us hesitate to accept. I have heard instructors say too often "All I can do is show them (the participants) what we have and what we do. It's up to them to make the adaptation and application to their home situations." On the other hand, many staff members in our training institutions try to assist participants to analyze their situations at home and consider ways in which knowledge and techniques can best be adapted and applied. I believe our panel can tell us ways in which this aspect of training is being improved.

Agnes Arthaud

Improvement of tools and techniques involve three situations: (1) the trainer; (2) the participant; and (3) the situation in which we place these people. The trainer will improve when she can repeat her work with more than one group. I have worked mostly with short-term participants. We in Nebraska use the same staff over and over again. They need to practice their skills and tools on foreign visitors. We use the same counties and, after the ice is broken, agents will let foreigners try their hand and learn by doing. A trainer must want to teach foreigners; foreigners must have opportunities to give, or try to give, a demonstration.

Farm families do better teaching when they take foreigners over and over again. The foreigner no longer is "company" to the family. The sooner a participant gets out of the role of observer, the faster he learns. They must be left in one place longer; a few weeks is not enough. We spend our time orienting, we repeat too much, we keep participants in a series of first grades by moving them too frequently.

The relationship of the participant and the trainer is important. We have used daily observation sheets so participants may know what they are looking for and

can later discuss what they saw. A second tool we often use is providing an opportunity for participants to prepare a project to be used at home. We have had them work these projects out and prepare them in their own language. Thus our staff learned much about the country of the given participant.

Some people have thought we should set up an old-fashioned cooking situation. We have not been too successful in this, but the present trend in cooking out-of-doors comes near meeting this goal. Perhaps we can get together old literature; I am not certain we need the old kitchen. I think we need to teach principles and let participants relate these principles to their situation.

S. N. McIntosh

I want to emphasize practical training. This is a unique thing we have in the United States education and is one of the greatest contributions we can make. The importance of a degree is hard to understand unless you have been abroad. A participant in Pakistan who had studied rice breeding in Louisiana was most impressed with his practical training. He told me that the day he started to work on laying out his plot the head of the Department with his own hands showed him how to do the work. We cannot discount this.

Jack Gray

In Texas we have been able to work out a project known as the Visiting Extension Agent. This project runs for one year; the participant is located in one county and works side by side with the Agent the entire year. He attends meetings in the county, and state-wide training meetings for professional people. We think it has proved highly successful.

S. N. McIntosh

I interviewed at length the man from Brazil who took this training and agree with all Jack Gray has said. It is a good program.

Cannon Hearne, FAS

This man was a county agent in Brazil when he came here; we trained him to be a county agent. Upon his return to Brazil he was promoted to a supervisor. This emphasizes the need for giving solid foundations on which people can grow.

Addison Maunder

Participants have told me that two of the things which impressed them most in the United States were: first, the professional pride and integrity of staff members of our training institutions; and second, the dedication of professional agriculturists and home economists to public service. This attitude is something that can be taught only by example. I'm sure all of our training institutions are doing a good job of emphasizing its importance to their staffs.

Jack Gray

We cannot teach an attitude. You get the attitude of a scientist by working as

an apprentice; the learner actually works with the teacher who gives him his integrity and his attitude. A Pakistani once told me that the integrity of the American scientist, his willingness to work long hours, his honesty in measuring results and making them known to the public was a great, new understanding for him. There are three types of learning: (1) formal, (2) informal; and (3) technical. The formal is when the teacher says "do this, don't do that." The informal is when a teacher never overtly teaches; you learn from one another; you are not aware of learning. The technical is a teacher-pupil relationship, the communication process is a one-way situation. The attitude of a participant is important enough for us to do the things Miss Arthaud has said; let them stay in one place long enough to establish a rapport with and understand the attitude of the trainer.

Addison Maunder

Mr. Storrer, a government official from Kenya came here to review our training situation. He said Kenya could teach basic subject matter, but they are weak on application and have no opportunity to train in social and human relations fields which are so important in getting farmers to change their practices and attitudes. Mr. Storrer said participants who would come to the United States would be selected on the basis of their attitude toward training. It is the plan of Kenya to consider this attitude toward training when promoting participants to responsible positions.

Warren of Oklahoma

It has been proved that, if we train well, a participant gets a better job. Is there danger of sending too many people from one country to one state?

Addison Maunder

Mr. Storrer said he did not want all the people from Kenya to go to one institution; he selected several institutions to form the nucleus for training their people.

Middaugh, ICA

We could have a nice digest on the effect of concentration if colleges having contracts could appraise the results of their training. It is particularly important, as we move into Africa, that we teach the meaning of freedom for the individual and the responsibility of the individual in a democracy. Seventy percent of the college students in Liberia come from rural areas and have been trained by missionaries.

Paltridge of Australia

I like the idea of a special organization to train foreigners but the matter of social shock is real. The background of the teachers is very important; they must be able to help participants adjust to new situations and feel that someone will look after them if they are sick. Practical training is of first importance. Some people learn by "parrot fashion", but they do not know how to apply what they learn. They need practice in applying to conditions in their own country.

English is a major factor.

There is also need for small groups where a person can be known as an individual and his special objectives considered. They need training in English techniques. Degrees are very important from a financial standpoint, as well as technical knowledge. Perhaps there is need to consider a special organization which could give degrees or certificates for one, two or three years of study.

Blaisdell, FAS

Training and skills are important. Interviews indicate we have a tendency to talk skills rather than provide opportunities to learn skills through practice. The hardest American custom to get across is the understanding of our institutions, our organizations, and the ways our people work. Participants cannot adapt the methods used by our institutions until they study their own.

Reed of North Carolina

We can go too far in trying to sell our American institutions. There is opposition to the American extension program. We want to get the idea of extension over to people, but we must show them the logic, structure and principles behind our local institutions. It is difficult for foreigners to understand the relationship of various organizations in the United States. The important part to get across to them is the way we work together--not the way we are organized. We must know their structure and try to show them how some of the things we have will be useful to them. We should avoid saying "you are wrong, we are right."

Clark, FAS

It has been mentioned that special training in social and human relations is needed. What contribution is being made by our training in communications?

Murray of Georgia

This is a tremendously important field. My observation is that students find the experiences stimulating. We should concentrate participants who have a common interest.

Since we have many short-term participants and a few in academic training, are we not placing Land-Grant colleges in a difficult situation when we ask for short, concentrated courses of one week or one month? Has consideration been given to establishing four regional institutions staffed by ICA with county agents and other teachers who understand the problems of other countries? Such an institution could provide programs in which there would be less cultural shock and at a professional level understandable by participants. The participants could go from such a center to a Land-Grant institution for additional training; the total job need not be done at one place.

Addison Maunder

The idea of a center for short-term participants has merit. Course # 19 (Agricultural, Home Economics and Rural Youth Extension) approaches this.

Miss Arthaud provided worthwhile suggestions which I would like to summarize:

1. Be prepared, by reviewing the background and needs of participants to provide what will be good for them.
2. Be sympathetic and understanding. These people are strangers in a strange land.
3. Be aware that their customs and backgrounds are different from ours.
4. Try to be sure you are communicating. No matter how valuable is the material being presented, if the foreigner doesn't understand, your time and his are wasted.
5. Participation is important. A demonstration is better than a description, but taking part is more valuable than observing.
6. Social contact is important. Foreign nationals should visit American homes, preferably live with American families. This objective is frequently difficult to accomplish, but should be attempted.
7. More concentration in a few places and less jumping around the country with many short stops.

Making friends of our foreign visitors is a two-way process. Our own citizens must understand and think well of our foreign visitors if these participants are to be our friends when they return home. Much of this kind of training must be done outside of technical aspects of the program and will be discussed by another panel on Thursday. Suffice it to say that creation of better understanding between the peoples of nations is a basic objective of our technical assistance program.

PANEL DISCUSSION

TOPIC--"The Relationship of Other Parts of ICA and of other U.S. Agencies to the Partnership of Foreign Training Operation of the USDA, Land-Grant Colleges, and State Universities."

(A Summary)

Topic Definer: J. E. Victory, Director, Office of Participant Training, ICA/W.

Panel Members: Roy F. Gootenberg, Bureau of International Education and Cultural Exchange, Department of State.

A. G. Sims, Vice President, Institute of International Education, New York City.

Fred Sloan, Professor of Extension Studies and Training, North Carolina State College of Agriculture and Engineering.

Thomas E. Cotner, Director, Educational Exchange and Training Branch, Division of International Education, Department of HEW.

J. E. Victory--Definition of Topic

The objective of this panel is: (1) to explain the procedures used in participant training in the field of agriculture; (2) to describe the functioning of a college contact officer; and (3) to discuss with the aid of the audience the means of improving the participant training program and procedures.

Fred Sloan

In describing the foreign training program at North Carolina State, the college contact arranges with the proper faculty member for competent technical training and a desirable number of "human-contacts." In addition the contact officer serves as an overall counsellor to the visitor and is responsible for seeing that other staff members provide adequate training in a correlated fashion.

Among problems encountered, too many requests for training are received at the last moment without allowing adequate time for the preparation of a local program. Also, requests for training sometimes go to staff members other than the officially-designated contact officer; this causes confusion. In addition, programs often call for a considerable amount of time of the University president or other highly placed administrative official.

Roy I. Gootenberg

Speaking in the place of Robert H. Thayer, Special Assistant to the Secretary of State, Mr. Gootenberg pointed out that the U.S. does not have a coherent

overall international educational policy but one that has developed out of a number of legislative acts. For example, the Fulbright Act took advantage of the availability of foreign currency resulting from the sale of war surpluses and other items and made some of these funds available for international educational purposes. The Smith-Mundt Act, designed to further educational and cultural exchanges brings foreigners to lecture in the United States and sends our educators and technicians abroad for the same purpose. The Smith-Mundt Act recognizes three kinds of participants: leaders, specialists, and academic persons (both faculty and students).

Currently the educational exchange of foreign leaders costs approximately three million dollars per year, specialists one to two million dollars per year, and academic persons fifteen to twenty-two million dollars per year.

Visitors coming to the U.S. under State Department programs are ordinarily turned over to contracting agencies for programming. For example, the Office of Education in the Department of Health, Education and Welfare normally handles teachers from abroad. The programming operations of the Leader Program is contracted to private organizations such as the Government Affairs Institute and the American Council on Education. The Department of Labor takes care of the leaders in labor affairs. Language training in Washington is given by the English Language Center at American University. The programming of technical personnel under the Foreign Specialist Program is, however, ordinarily handled by the State Department itself.

A. G. Sims

The Institute of International Education is a private organization with headquarters in New York City. It promotes programs of international education and plans and administers exchange programs, including those for Fulbright students and lecturers and for grantees of such private foundations as the Ford Foundation, Carnegie Foundation, and Rockefeller Foundation. In addition, it assists in recruiting personnel for overseas staffs of the Ford Foundation and other private organizations needing specialists. The Institute has regional offices in a number of U.S. cities including Washington, Chicago, Denver, San Francisco, and Houston. It maintains lists of available scholarship funds for foreign students and does what it can to stimulate contributions to these funds.

Thomas E. Cotner

The Education and Training Branch, Division of International Education, Department of Health Education and Welfare cooperates principally with the Department of State and ICA in training teachers and educators. The current program provides for an interchange of teachers with fifteen countries on a one-year exchange basis. Thirty additional countries send teachers to the U.S. U.S. teachers go abroad during summer periods for seminars and other training. School administrators can be sent to Europe for seminars and administrative training projects.

Teachers coming to the U.S. under the International Teachers Development Program ordinarily come for six months. They spend about two weeks in Washington after

which they are sent to various parts of the country for three to four months study at various educational institutions. Following this five to six weeks are normally spent in observation of administrative and instructional procedures in several kinds of schools in a given locality. ICA participant training programs in education are prepared for some 900 visitors annually.

J. E. Victory

Under the ICA participant training program 7000 visitors arrived in the U.S. last year for study and observation that should assist them in contributing to the economic development of their countries. These training programs must contribute to the operation of an economic project in the underdeveloped country. Programs are cooperative between the U.S. and the local government; the local government contributes the visitor's international travel and salary, and the U.S. Government contributes the training costs in the United States.

The Washington office of the ICA has three main subdivisions: (a) regional and country offices, (b) staff offices including training, budget and finance, etc., (c) technical offices on functional lines, i.e., Food and Agriculture, Industrial Resources, etc. ICA/W does not build up a staff of experts if they are available elsewhere.

In addition to the ICA participant program described above, certain American Universities have contracts financed by ICA with universities in underdeveloped countries. Under these contracts training of foreign nationals in the U.S. can be provided without reference to the ICA office in Washington.

Questions and Answers:

Q. Does ICA evaluate specific course equivalent at educational institutions in underdeveloped countries, particularly at the graduate level?

A. ICA has been considering doing this but does not do it at present.

Q. Does Dr. Cotner's office compare course equivalents of American and foreign institutions?

A. Publications of the Department of Health Education and Welfare do provide some of this information. Whatever is available can be obtained from Miss Bess Goodykoontz, International Educational Relations Branch, Department of Health Education and Welfare, Washington 25, D. C.

Q. Does Miss Goodykoontz think she has a realistic appraisal of the academic rating of individual courses at foreign universities, in view of the pressure of foreign student groups to lower the acceptable passing grade at their own institutions?

A. We are aware that sudden changes in the passing grade take place in response to student pressures, but we are trying to keep up with them. Some countries

such as the Union of South Africa have a good reputation in this respect. The Association of Registrars is publishing a series of monographs on the quality of education in various countries.

Q. How long would it take Miss Goodykoontz' office to make an evaluation of specified courses at a given institution? We sometimes have need for this information on as little as 48 hours notice.

A. There is a great deal of seasonal variation in the demand for this kind of information and the length of time would depend on the current demand. Ordinarily 5,000 requests per year are received.

REPORT FROM 'THE COMMITTEE ON FOREIGN PARTICIPANT TRAINING PROGRAMS OF THE
COMMISSION ON EDUCATIONAL AND INTERNATIONAL AFFAIRS,
AMERICAN COUNCIL ON EDUCATION'

Raleigh Fosbrink, Assistant to the Dean
College of Agriculture
Purdue University

(A Summary)

In October 1958, the annual meeting of college contact officers at the United States Department of Agriculture recommended a thorough-going evaluation of the participant training program. Subsequently, the American Association of Land-Grant Colleges and State Universities, which had received this recommendation, transmitted it for possible action to the American Council on Education in view of the range of agencies and programs involved both in participant training and other programs for foreign visitors. The Council's Commission on Education and International Affairs initiated the requested study, specifically limiting the scope of the investigation to the problems of programming and costing. In arriving at this decision the Commission visualized the ultimate formulation of recommendations designed to strengthen the whole process of programming foreign visitors and to place costing criteria and procedures on a realistic and equitable basis.

Accordingly, a special Committee on Foreign Participant Training Programs under the chairmanship of Raleigh H. Fosbrink, Assistant to the Dean of the School of Agriculture at Purdue University, was appointed to plan and direct the study. At its first meeting in May 1959 the Committee decided that the relationship of higher institutions to the participant training programs would require that the total situation be viewed in its myriad facets, but that only the programming and costing aspects would be given an intensive study. The Committee believed that an attempt should be made to secure funds to support a small-gauged project set in a larger context which would require a full-time project director for a period of six months. The American Council on Education subsequently received this financial support from the Ford Foundation. Reuben Lorenz, assistant business manager of the University of Wisconsin, was engaged to undertake a six-months' intensive study beginning in January 1960.

Meanwhile, the Committee had its second meeting in July 1959 at which it spent the first day in consultation with the International Cooperation Administration officials responsible for administration of the agency's Participant Training Program. There was a general exposition of the administrative organization of ICA's training apparatus, and representatives of the training divisions in agriculture, industrial resources, public services, labor, and public administration described in some detail the methods utilized in their respective areas. On the second day of the meetings, representatives of the Department of State's International Educational Exchange Service explained the procedures employed in the

various exchange of persons' programs. Both ICA and State were contacted again at a later date in order to obtain further understanding of their methodology in programming foreign visitors.

To obtain preliminary counsel and data, the Committee initiated a pilot study in which twelve institutions cooperated. This pilot study included small, medium, large, and very large private institutions and small and very large public institutions. Each of these institutions was visited by the study director who conferred with the personnel directly connected with the participant training program. At the completion of this pilot study a questionnaire was prepared and distributed to over one hundred higher institutions which are the most active in this program. Completed questionnaires were received from 61 percent of these institutions. Six of these institutions, with an estimated total of 1500 foreign visitors in 1958-59, were visited in order to secure more detailed information than had been requested in the questionnaire.

The conclusions and recommendations found in this report are based on the results of the questionnaire, personal interviews with the concerned personnel of the respective institutions, conferences with the officials of the federal agencies administering these programs, and on such other information as the Committee was able to accumulate during its study of the ICA participant training program and other programs that bring foreign visitors to our campuses.

Summary of Findings

The cost to an educational institution which is host to a large number of short-term foreign visitors, foreign instructors and scholars, and enrolled foreign students is considerable. Such visitors require classroom space, office space, and the use of research facilities, all of which are in short supply. In addition, a considerable amount of time must be spent in counseling visitors with regard to their specific problems.

Private donors and state legislatures which are being asked for ever-increasing contributions to higher education may become reluctant to provide for the extra financial burden of special international educational programs in our colleges and universities. Since these programs are an important part of our national policy it would seem more appropriate to have a system of federal grants or contracts established with the cooperating institutions.

In the relatively short time that the ICA foreign participant program has been in operation there has been a change of thinking from entire cost absorption by the colleges and universities to the belief that the total cost should be borne by the Federal government. This belief is especially apparent among the institutions participating heavily in the program. At institutions where the number of foreign visitors is very low there is still a greater willingness for the institution to absorb the cost of receiving foreign visitors.

The Committee on Foreign Participant Training Programs has considered the possibility of Federal legislation authorizing grants to educational institutions cooperating in Government-sponsored foreign visitor programs. It is the Committee's opinion, in light of the information presently available, that it would be more desirable and equitable to reimburse educational institutions on an individual basis rather than to attempt to derive a satisfactory formula for grants generally applicable to all participating institutions. The data presented in this study should be sufficient to provide a basis for negotiating contracts between host institutions and the federal agencies that sponsor foreign visitors. Hopefully, a uniform rate of reimbursement could be established for Federal sponsors as well as for non-Federal agencies that sponsor foreign visitors to campuses. Such a uniform rate should reflect the cost factors set forth in this study.

In the case of institutions which receive a small number of foreign visitors, the sponsoring agency, whether Federal or non-Federal, might develop a simple procedure for reimbursing the institution on the basis of vouchers submitted by the institution and predetermined rates for services to individual visitors and groups of visitors. Again, these rates should reflect the cost factors set forth in this study.

The Committee is confident that when the facts of the matter have been made clear, Federal sponsors of foreign visitors will be willing to negotiate with educational institutions for an equitable reimbursement of the cost of handling foreign visitors to these institutions. The Committee respectfully requests the Commission on Education and International Affairs and the staff of the American Council on Education to take such steps as are necessary to bring these findings to the attention of those agencies which operate foreign participant and visitor programs.

Recommendations

Many factors affect the degree of success of a visit by a foreign national to the United States. Hence it is essential for each agency and each person involved in such a visit to strive for improvement in every phase of the program. The recommendations set forth below are made with the hope that they will bring to the foreign participant and visitors' programs some improvements in the working relationship between the sponsoring agencies, particularly the Government, and the host institutions:

1. A single agency within the Federal government should be designated to coordinate Government-sponsored foreign visitor programs.
2. A clearing house of information on institutional programs of interest to foreign visitors should be established in Washington. Such an agency might appropriately be operated by the American Council on Education. Initially it could be funded by foundation grants; eventually it might receive a substantial portion, if not all, of its funds from contracts with the Federal government and with private agencies that sponsor foreign visitors.

Such a clearing house would: (a) compile current information on short courses, institutes, seminars, and symposiums that are offered or can be offered by institutions to foreign visitors and participant trainees, and (b) make available the above information to Government and private agencies which are planning programs for foreign visitors. An agency such as the one recommended here could, with the assistance of the National Education Association and its related departments, provide information on school systems with special programs in the elementary and secondary field that might be of interest to the foreign visitors.

3. Institutions of higher education should evaluate the services they now offer or are prepared to offer foreign visitors in terms of whether the individual institution can provide a meaningful and highly successful on-campus experience without disrupting its regular operations. Institutions which receive a substantial number of foreign visitors should consider the advisability of providing staff and facilities for coordinating all international educational programs.

4. Institutions which receive foreign visitors should be reimbursed by the agency sponsoring such visitors. This reimbursement should be fixed in an amount that covers the cost of academic staff time as well as the salaries and office expense of the staff needed to develop and carry out the on-campus program for the visitor. Such reimbursement should be based on the costs per visitor with due allowance for the difference in the cost of programming a single visitor and the cost of programming a group of visitors. The data collected in this study show the following costs for the month of April 1960:

| | | |
|------------------|-------------|-------------------|
| Single visitor | 1 to 7 days | \$58.88 per day |
| Single visitor | over 7 days | 23.33 per day |
| Groups of 2 to 5 | 1 to 7 days | 28.18 per man-day |
| Groups of 2 to 5 | over 7 days | 15.26 per man-day |
| Groups over 5 | 1 to 7 days | 16.36 per man-day |
| Groups over 5 | over 7 days | 8.27 per man-day |

ADMINISTRATIVE ASPECTS OF SERVICING PARTICIPANTS

By W. E. Harvey, Assistant Director
Foreign Training Division, FAS, USDA

(A Summary)

I. Per Diem to Participants

- A. Rates are variable and pattern was worked out after survey by ICA of several hundred institutions.
- B. Rates vary from \$6 - \$8 while in "academic in-residence" status to \$12 while in "travel" status; an occasional VIP will get \$17.
- C. Details of criteria for determination of training status on which per diem is based is contained in "Information for Newly Arrived ICA Participants" (Pages 2-3).
- D. Participants in "in-residence" status should use field trip report form when away from training base overnight or longer.
- E. Handling of checks for participants already gone - forward them to the next "Contact" or return to Program Specialist.
- F. Questions about cashing checks when the amount has been erroneously computed - Have participant cash the check in hand - The error will be corrected in a future check. Advise Program Specialist.
- G. Procedure on lost checks - Notify Program Specialist. It takes from four to six weeks to replace a lost check.

II. Participant Transportation

- A. FAS-FTD-2 provides guidance about provision of travel to groups vs. individuals, etc.
- B. Familiarity with your institution's Memorandum of Agreement with ICA is important. It is well to review this frequently.
- C. For individuals or groups of less than five with no Technical Leader - the institution can bill FAS for travel provided in institution vehicles within the state.
- D. For groups of five or more - (1) Technical Leader has authority to hire commercial vehicles including U-Drive-It types (2) If institution furnishes one of its own buses or secures an outside bus, this is all right, except that prior approval from ICA has to be obtained. (FAS-FTD-2 outlines information which needs to be provided to ICA.)

E. Problem of erroneous travel schedules. Published schedules are not always up to date; we welcome your assistance in calling changes to our attention.

F. Problem of failure to get travel schedules and TR's to participant on time. Participant should purchase travel if personal funds are available - they will be reimbursed.

III. Insurance

A. Insurance letter and claim form is given each participant upon arrival. (College Contacts have copies for reference.)

B. Supply of claim forms too limited to permit quantity distribution. (Every participant is given a copy during orientation.)

C. In case of sickness or accident, participant (or Contact Officer) should present insurance letter to attending physician and/or hospital.

D. If expenses exceed the \$750 maximum coverage, the matter should be taken up with ICA directly.

IV. Books and Training Aids Allowance

A. Schedule of allowances shown in "Information for Newly Arrived ICA Participants" (Pages 5-6) -- based on length of program.

B. Contacts can help participants in selecting and locating appropriate books and training aids.

C. Books and training aids allowance must be accounted for - receipts are needed. Participants should use specified form. Final subsistence checks are held until this accounting is received.

D. Increase in books and training aids allowance is possible in essential cases. When an enrolled participant requests an increased allowance, it would be helpful to have a list of the required texts, with an o.k. from the Contact Officer.

V. Extension of Training Programs

A. Advise participant to route request through his Program Specialist.

B. If extension is requested, such request should be made four to six months in advance. Report of progress and recommendation of Contact Officer or chief professor is important, but professors should not initiate the request.

C. Approval of participant's superior does not mean his government has approved. Government and ICA approval are necessary.

D. In general, extensions are frowned upon.

VI. Academic Enrollment and Transcripts

A. Early arrival for academic registration. Tell us date participants are needed on your campus.

B. Starting work on advanced degree and unable to make grade. What should be done? Refer problem to Program Specialist.

C. We need reports from Contacts on enrollees' progress and problems.

D. Participants who wish to transfer from non-academic or academic auditing to degree program should discuss the subject with their Program Specialist. Recommendation and progress report from the Contact Officer is needed also.

E. Transcripts -

(1) Trying to tighten up on this problem. The need for transcripts is being discussed with USOM Training Officers in order that the countries may be more aware of the problem.

(2) Transcripts are non-existent or unavailable in a lot of cases (examples - Pakistan, Israel.)

(3) Institutions can get transcripts (college or secondary) evaluated through the U. S. Office of Education. Registrars know about this. Send to - International Educational Relations Branch, Division of International Education, Office of Education, Department of Health, Education and Welfare, Washington, D. C.

VII. Lodging Reservations and Travel Schedule

A. FAS usually tries to work out lodging for groups - but not for individuals.

B. FAS likes to have suggestions for lodging to pass on to participants. Space is provided on FAS-FTD-1 (Item 6) to list this.

C. There is a problem of providing firm arrival hour to institutions. You can help by encouraging participant to write ahead to his next Contact.

D. The problem of participants switching from previously arranged lodging to cheaper places is still with us. We can be firm with groups, but not too much with individuals.

VIII. Additional Program Arrangements

A. In case of long-term programs, a short period (up to 3 months) is often left unplanned. In such instances, the suggestions of the training institution are needed. Rationale: Major cooperating institution is better equipped to give sound guidance than USDA - ICA, having worked with the participant for a considerable period.

IX. Forwarding Books and Publications

A. If institution is asked to forward these items, have participant leave a Forwarding Company label (to be used where weight will be 20 lbs. or more) or postage (where weight is under 20 lbs.).

X. Other Items

A. Requests by participants for changes in objectives cannot be made without approval of the sponsoring Government and ICA. Discuss this problem with the Program Specialist.

B. Billing - (1) If full-time enrollment, bill ICA for tuition. (2) For any other type of situation, bill ICA for time participant is under the institution's supervision (including Saturdays and Sundays) @ \$5 per day. (Not to exceed \$75 per day in case of groups.) (3) If non-academic programs are arranged between semesters, week-ends or other non-academically scheduled periods for enrolled students, then ICA may be billed for such days at the \$5 per day rate, in addition to tuition costs.

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In response to questions, the following additional points were brought out:

O. L. Mimms of ICA stated that if a participant leaves a state owing a medical bill, send the bill to ICA; and that when a participant is hospitalized, an attempt should be made to get him into a recognized hospital.

Bartholome Alzamora of the Office of Technical Cooperation in Puerto Rico said representatives of his office would receive visitors on any day of the week; formerly they liked for them to arrive between Monday and Friday. They need to be advised of flight plans so they may meet the proper plane.

Rebecca Spitler of FAS explained that when professors accompany participants on field trips, bills for meals and lodging should NOT be sent to FAS or ICA, as funds are not available for this purpose. However, mileage costs at the prevailing state rate can be paid.

A TECHNICAL LEADER'S VIEW OF IMPROVING THE FOREIGN TRAINING PROGRAM

By Glenn Riddell, Technical Leader
Foreign Agricultural Service, USDA

(A Summary)

Mr. Riddell commented that his experience as a Technical Leader was limited to work with two teams of Japanese technicians, both of which were composed of participants well qualified for their assignment. He feels a Technical Leader's work is intensive and concerned with everything connected with making American cooperators happy. A Leader needs to develop a family attitude, relieve training contacts of as many responsibilities as possible, continually evaluate the program from the participant's standpoint, preventing duplication of subject matter where not needed.

Participants hold as significant such things as our attitude, the manner in which we are organized to do the job, cooperation existing between institutions, the impact of various programs on American agriculture, cooperation between research and extension and between extension and the farmer. How we work is more important to some participants than the technical subject matter; getting the job done and the things that bring this about are important to well-trained participants; the cooperation of commercial organizations with agriculture is a revelation. Participants want to see farms and talk with farm families.

Mr. Riddell recommended that program planners give more time for participants to know farm people in their homes; try to orient Americans who will work with groups as to why the group is there and what they want to accomplish; give special attention to the last days of the group's stay in the United States or in a given state (lasting impressions result from programs that are well summarized and end on a high pitch); provide opportunities for participants to meet with own people; meet participants upon arrival in a new location; provide opportunities for participants to ask questions as well as listen to Americans talk. Relationships are important. When an American says upon a group's arrival "I'm glad to see you; I have questions I want to ask you; I am interested in you and your country" the group is more favorably impressed than when the American says "I didn't know you were coming; I have another appointment and we will have to hurry through this meeting." Foreigners are sensitive to busy Americans.

PANEL DISCUSSION

TOPIC: "Types of Valuable Experiences - Outside the Technical Aspects of a Project - Which Should Be Provided for All Participants"

(A Summary)

Topic Definer: Thomas L. Ayers, Assistant to the Administrator,
ACPS, USDA

Panel Members: Myron H. Vent, Assistant Chief of the Evaluation and Orientation
Division, Office of Participant Training, ICA

C. W. Ferguson, Director, Special Services, Public Relations
Colorado State University

Dr. Ellis Clough, Program Specialist, FTD,
FAS, USDA

Miss Louise Rosenfeld, Assistant Director of Extension Service,
Iowa State University

T. L. Ayers--Definition of Topic

The panel has taken the liberty to change or rephrase our topic to the following:

"The Understandings that Should be Developed and the Experiences that Should be Provided Each Participant over and beyond the Technical Aspects of the Project."

We believe this statement more nearly expresses what is expected of the panel. The importance of this panel's assignment has been stressed by almost every speaker on this week's program. There is general recognition that there are other very important reasons or purposes for bringing visitors to this country beyond mere improvement of their technical proficiency. This panel is concerned with these bigger objectives and how we may program each participant to best attain them. The panel will develop some specific things that each participant should understand about our country, our way of life, and our agriculture at the completion of his training period. This problem has concerned most of you for a long time. We need a set of guides that can be used by every individual or committee that has responsibility in the development or carrying out of a training program for one of these visitors.

What factors or forces outside our technical proficiencies have contributed in a major way to our highly productive American agriculture?

What are the essential understandings that each visitor should acquire about us? our freedoms? our government? our geography? our history? our institutions?

Specifically, what are the minimum experiences we should provide and understandings that we should develop for each participant?

The things the panel will suggest are those they consider so important that if necessary, we would sacrifice technical training in order that they be provided for in each participant's program. Each member of the panel will present a statement covering one or more objectives that the panel feels should be accomplished through each participant's program. Each statement will also include brief suggestions as to how the desired understanding may be developed. The suggestions of the panel are not meant to be complete. However, it is the judgment of the panel that their suggestions should be included among the objectives of every participant's program.

Our presentation will be based on the following outline:

- A. Importance and Contributions of Leadership (Clough)
- B. Universal Basic Education is Fundamental to a Democratic Society (Clough)
- C. Patterns of American Family Life and Their Contributions to the Community (Vent)
- D. Land Tenure System (Ferguson)
- E. Universal Concern for the Common Good; Service to Others (Ferguson)
- F. Institutional Foundations of U. S. Agriculture (Rosenfeld)
- G. The Value System of Our People (Rosenfeld)

Dr. Ellis Clough

Introductory Comments

We are in a great business; we are in a great, crucial, urgent business for our people and other peoples of the world. This program is somewhere between 60% to 70% to 80% psychological and spiritual. Let us go back to Mr. Riddleberger's challenge of Tuesday morning. He spoke of the irrepressible desire surging through the underdeveloped peoples of the world. He said that there has been no movement in history of such strength, and he warned that if these peoples could not express their desires through one system (that is, our form), they would do so in the other (Communist system); and he said that this problem would occupy us in the U. S. at least for the rest of this century. I think we should assure ICA and other sponsors that we accept this challenge. You and we have the high privilege and a great responsibility in this work for our people.

Our people have been making and are making a fantastic investment in the development of these other countries measured in billions of dollars. In terms of what they have available, these other peoples also are making a heavy investment. Our people make the investment largely on faith, - faith in our government and our institutions to produce results. Those who come to us for training as well as you and I are important instruments in the process. This program has three broad aims: (1) The exchange of technological information; (2) To help those from other countries to understand our system and people; and (3) To enable our people to understand these other countries. Through the years we have been so

preoccupied with the first of these aims that we have fallen far short of accomplishing the other two aims. Most participants express quite full satisfaction with the technical yield of their programs, but most express some or great disappointment with the few and often no opportunities given them, outside of their technical contacts, to convey any significant information about their home countries. We must realize that a technique or new way of doing actually has no value until it is applied, and it is applied in a complex of factors -- geographic, economic, social, psychological and cultural.

Most of those who come are strategic; they are leaders in some phase or level of their country's development program. While here, they are quietly testing us and our system. I am afraid that most all participant programs provide too limited bases and opportunities for developing this two-way understanding. You and I are failing them and our own people as well.

Among the kinds of understandings we must help participants develop concerning our system are A. The Importance and Contribution of Leadership and B. Universal Basic Education is Fundamental to a Democratic Society.

A. The Importance and Contribution of Leadership

1. Development programs mean changes in existing patterns, ways and relationships.
2. These changes have effects on many people and on different kinds of groups. Not all effects will be favorable. People will resist changes until their uncertainties are dissolved and they understand and value the benefits to them and to the common good.
3. Leaders at certain levels must determine policy and programs, justify and explain what's involved, effects, etc., leaders at other levels must carry and interpret these to farm people and gain acceptance.
4. Requirements of leaders - Understanding of factors involved, faith in man, courage to promote change, integrity, basic competence, skillful in communication.
5. Kinds and levels of leaders with some emphasis on natural lay leaders.
6. Our rural society and our agriculture with its great variety of groupings, organizations, institutions, local government, etc. provide innumerable opportunities for the exercise and practice of leadership and followership.

B. Universal Basic Education Is Fundamental to a Democratic Society

1. Enables widespread grassroots communication leading to awareness of needs and problems in the society and the economy, and enables a degree of understanding and acceptance and individual action within the social group and work group. The informed true citizen is able to join in discussions, reach decisions and take group action.
2. Leads to realization and effective, productive expression of the individual's best capacities, enabling personal initiative and responsibility, occupational competence and advancement.

3. Leads to formulation of personal values and codes of conduct, sensitive to common good and to public opinion; the citizen.
4. Leads to desires for goods and services of others contributing to widespread demand and consumption in the economy.
5. Enables service to others as well as for personal and family realization. Not a passport to personal privilege and license.
6. Enables the transfer of the good and awareness of the bad from the past as well as understanding and acceptance or rejection of the new and current.
7. Enables effective pursuit of freedoms by the individual, groups and the whole society.

How to Reveal This to Foreign Participants -

1. 100% school attendance of rural as well as urban children through high school and beyond. Our "crowded" schools. Enforcement of attendance laws.
2. High taxes for education, paid by everybody. The sheer number of schools and colleges.
3. Variety of newspapers, magazines and their volume of circulation.
4. Libraries even in our smallest towns; mobile libraries.
5. Academic freedom; freedom from government control.
6. Standards for teachers.
7. Level of employment; low degrees of unemployment and of public assistance; great variety in types of occupations; occupational specialization.
8. Attendance at many kinds of local meetings; broad participation; spontaneity. The citizen is vocal.

Participants' Satisfaction in Revealing Their Own Country:

Another significant experience (not included in our panel's list) is the satisfaction which participants deserve of explaining their country's programs, problems, way of life and the participants' purposes related to these. In my 15 years in the Foreign Training Division, I have been intimately associated with some 1,000 or so participants. I have seen the purpose which burns down behind their eyes. There is a high return to us as planners and trainers if we will but take a little more time with them. I have no license as a psychologist, but I do know these things: Learning is hard for them due to many factors. They need to feel a confidence as they strive to learn. They must participate actively if they are to learn at all. They can ask questions and contribute to the discussions only out of their own frame of reference, not out of our frame. They are likely to feel uncertain, and we may unconsciously make them feel inferior; they are conscious of the great disparity between their own competence

and that of the specialists here with whom they confer. Too often we are boastful and show them our biggest and best which further complicates the situation. All too frequently our specialists and others ask them few or no questions about their home country; thus, the specialist has no clear clues as to what and how they are trying to learn and to adapt. I say they are testing us; their criteria include our indications of interest in them, our national purposes and will respecting their country and development, and the degree of understanding we have of them. Often they are amazed at our lack of knowledge and they are disappointed and hurt because we seem not to wish to learn. Deep satisfactions gained by participants, in any segment, will pay off high in succeeding segments; they will have more confidence, be better able to participate and penetrate and so on. In view of the total over-all investment being made, our people and these participants deserve more from us planners and trainers along these lines. We must not fail them.

Myron H. Vent

C. Patterns of American Family Life and Their Contributions to the Community

Every ICA participant who comes to the United States should have in addition to his training experience, the opportunity to gain an understanding of the patterns of American family life and the role the family plays in making democracy work. How the family, as the basic unit of our society, functions in its day-to-day activities, and how these activities contribute to the social and economic good of the community, and ultimately, to the national welfare, is one of the most important understandings that a participant can carry back with him to his home country.

A regular part of each participant's program, whether he is doing work in the field of agriculture, or in any other field of specialization, should consist of living or visiting with not one, but a number of American families. I assume that many agricultural participants are provided this opportunity. But, I wish to emphasize its importance. It should not be overlooked in planning the technical aspects of a participant's program.

It is true, of course, that in some instances, living with an American farm family may be considered a part of the participant's technical program, since through it, he will learn something about the various elements of farm management, production of crops, and their distribution. He would also learn how state and university extension services relate to the well-being of the family and its community. But, I should hope that he would learn much more. I should hope that when a participant is placed in an American home he would be "adopted," so to speak, as a member of the family. Through this adoption, he will learn that the patriarchal type of family, so characteristic of America in colonial times, has, through the impact of frontier life, gradually and surely evolved, into the basic democratic unit of our society. Within the family circle he will note the freedom and the ease of communication between parents and children, how problems pertaining to the family, the community, the nation or even the international community are discussed, with respect and deference to each person's point of view and how these discussions contribute in large measure to the formation of public opinion. He will note, I am sure, a certain spirit of self-reliance, of optimism, and of faith in the future which is evidenced through planning for the years ahead. To be sure, the independence, the initiative, and individualism of the children will hardly escape him.

Our adopted ICA participant will also note the industriousness of his American family, their willingness to work hard and for long hours for the material comforts that surround them. One might also mention here the division of responsibilities among the various members of the family - this probably is most apparent in rural areas. It should be apparent to him that the American housewife, in spite of her mechanical appliances, puts in a full day's work in managing a household without the help of servants. And, he should certainly recognize in any American farm home that the role played by the housewife contributes in no small measure to the success or failure of the farm enterprise.

But, it is not only within the home that the participant will realize that present-day patterns of American family life contribute to the common good. If he accompanies members of the family when they participate in community affairs, he will discover the amount of time each member of the family devotes to community activities. He cannot help admire, and perhaps wonder, at the way the members of a family contribute their time, and frequently money, to the successful functioning of organizations like the Scouts, 4-H Clubs, the FFA, Parent-Teachers Associations, the Grange, the League of Women Voters, and a host of others - not to mention their participation in and support of churches and the social or charitable groups connected with them. It would be fortunate, too, if the participant has an opportunity to see how his family takes part in local, state or national elections.

There are, of course, other things beside a knowledge of the patterns of American family life which I should hope a participant will get through his visits to American homes. I hope that the hospitality extended to him will engender a feeling of friendship for the American people, an understanding of their problems, and a feeling that we Americans have made an effort to understand his needs and problems as well as those of the country from which he comes. If this is done, along with imparting skills and technical or professional knowledge, I am sure that the participant's program will have been a success.

C. W. Ferguson

D. Land Tenure System

1. Historic emphasis on ownership and the family-sized farm. Public policy, programs and expenditures to preserve the family farm.
2. The farm as an economic unit making farming a vocation instead of a means of subsistence.
3. Enables farm families to achieve some independence of decision and action - types of farming, specialization, etc.
4. More rational and effective use of the arable land; conservation.
5. Purchasing power of farm population; effect on the general economy.
6. Effect of economic size of farms and the family farm on the character of farming communities and their institutions.

Last August we had a group of young village-aid workers from Iran and Lebanon to visit Colorado to study certain phases of agriculture.

We started out the first day with a colored movie showing the pioneer family coming across the plains in a covered wagon. The movie depicted the early history of American agriculture. This was followed by a talk by one of our Sociology Professors pointing up the fact that it has taken many years to achieve the high standards we have today in farming. A trip was made to City Museum to see some of the early day farm implements.

We hope these young men understood it has taken many, many years of hard work, money, time and planning, thought, teamwork and even life in some cases on the part of the members of the farm family, together with research and teaching, credit institutions and governmental agencies to bring the American farm to where it is today.

When our foreign participants visit an American farm he sees the buildings, the livestock, the crops, as they are at the present time. Unless he has been given the information about early day agriculture, he will not realize how this has been brought about.

Again they would think of the farm as an economic unit making farming a vocation rather than only a means of subsistence.

Do they realize the large number of very important decisions to be made as to the types of crops to be grown, the kind of livestock, the efficient use of water on irrigated land, fertilizers, and the effect of government programs on that farm? There are many other decisions the farmer needs to make.

Many of our foreign visitors never have the opportunity to see the picture of the American farm in its entirety.

E. Universal Concern for the Common Good; Service to Others

1. Public service at any level is a privilege and a trust. Public servants must demonstrate integrity.
2. A "habit of mind" in almost all people and groups - public and private, high and low, the wealthy and those with modest incomes.
3. Respect for the opinions, work, homes, rights, of others.
4. Welfare of the many versus the few, a traditional test of any new project or program.
5. Power of public opinion.
6. Efforts and techniques to develop awareness to needs of others (e.g., the less fortunate, the isolated, handicapped, etc.).
7. "Four Freedoms"
8. A principal aim of free education for all even through public junior colleges, in state universities, etc., Land-Grant College is a vivid example.

9. A principal motivation in our efforts to improve our imperfect "democracy"; one of the "dynamics" in our kind of democracy.
10. Rewards and recognitions for service.
11. Emphasis on research for common good (e.g., low cost diet; medical research, etc.).
12. Our conservation programs
13. Supervised credit; credit unions, etc.
14. Cooperatives

The question has often come to my mind as to what our foreign participants say about America and the American people when they return home.

Do they have the opportunity of seeing the procedure we use in electing our officials at the various levels? We had a short course group of foreign participants on campus at the time of the last national election. Arrangements were made with the League of Women Voters to appoint two ladies who came to the campus and met with the group. Here they explained our method of conduction of an election. These ladies had sample ballots so each participant could have one.

After an explanation and a period for questions they were taken downtown to the two political parties' headquarters. We had made arrangements for the county chairman of each party to explain something about their party. They were given campaign literature. We then divided the group and they were taken to two polling places. Here an explanation was given about the procedure for voting. They watched the voters come in and have their name recorded and the proper notations made in the poll books. They saw the voter receive his ballot and then return the ballot to the clerks after he had marked in secrecy. This was a wonderful opportunity to see democracy in action.

Participants coming to this country have the opportunity to read our newspapers and to see the freedom of the press. They can observe how public opinion is molded.

They see we have freedom of speech and that we respect the rights of others. Just because we do not believe the way the other fellow does is no reason to stick a gun or knife into his side.

In community meetings they can observe how decisions are made and problems are settled.

With the large number of churches of the various denominations, they can readily observe that we have the right to worship as we please. I think it is well if they have the experience of attending a church service.

Many participants have told me how kind and thoughtful the Americans are. We feel sure from the letters we receive after they return home that they do feel a closeness to our American people and our way of life.

Louise Rosenfeld

F. Institutional Foundations of U. S. Agriculture

Three generations ago, the people who set out for the new land - America - had in mind some of the things that freedom and opportunity has made possible.

It is the opinion of the panel that the Institutional Foundations of United States agriculture are related to these freedoms and opportunities. An understanding of these foundations is considered by our visitors from other lands.

The people themselves recognized the need for a scientific agriculture, for agriculture to be organized, for cooperative effort, for certain controls and for the joining together of organization, education and research.

This afternoon I will delineate some of the institutional developments which have been a real force toward a scientific and prosperous agriculture as well as a force in the welfare of the family in our society. These are some of the concepts we hope friends from other lands may gain.

1. The Family Farm Idea - Even though we think of agriculture as commercial, we consider it in general as a family sized unit. It is possible to have a meeting of the Board of Directors at the family table each day. Through hard work and incentive, this idea has carried through our history.
2. Learning is Important - We see in education the transition from the one-room school - to village - to consolidated - the entree of vocational agriculture - vocational home economics. This is not given us on a platter, but is locally financed and administered. Let them know we still have some one-room, one-teacher-schools, but our effort is toward a good education for all.
3. Agriculture Becomes Organized - Early Agricultural societies with their local units; their evolution into the present, state and national grange, Farm Bureau, Farmers Union.
4. Cooperative Effort is noted through farmer owned and controlled cooperatives which federated into state, regional and national organizations. The American Institute of Cooperation came into being.
5. The Land-Grant System Emerged - The principle of "a people's university" where resident instruction, research and extension join hands - for a scientific and progressive agriculture and family living. Through extension, this educational system extends to all comers of the states in the nation. There is need for men to know about home economics, for men can influence and further a program for the family in their country. Too often this does not happen in the states or counties. Women, likewise, need to know about agriculture, for they can be a real force in the adoption of production practice in their country. It takes so little to have this happen - most of all it's wanting to. Visitors from other lands need to see research as interdisciplining. In their country, it is usually conducted through but one discipline.
6. Commodity Associations were organized. We have crop improvement associations, breed associations, boar testing, artificial insemination associations and others.

7. Special emphasis programs entered the picture to meet special needs of the people, i.e., soil conservation districts, irrigation districts, rural electrification administration, Farmers Home Administration. These, and others, had a real impact on the living of people - and the land.

8. Credit needs were apparent. To meet this, the Farmers Home Administration Committees were formed. Other credit needs are met by production credit associations and National Farm Loan Associations.

9. Controls - noted through Triple A and ASC

10. Township and County Government

11. County and Community Groups and Organizations, PTA, County and Community Extension Groups, 4-H Clubs, Homemakers, Farm and Home Development, Young Marrieds, League Women Voters, Short Courses, Farmers Weeks, Field Days, Tours, Ploughing Matches, County and State Fairs, Rural-Urban Programs, Community Development, Rural Development, Discuss-it-Yourself Groups - related to economic growth, social development.

G. The Value System of Our People

Coming from such divergent backgrounds, an understanding of this is a most basic need. The way of life - the behavior of our people - our ways of meeting problems - of organizing life, of reacting to situations.

The interlinking of our economic, technological, political, social and psychological aspects of our culture...Our attitudes and feelings about Government, education, religion...How decisions are made regarding soil conservation problems, recreational facilities in a community, etc...How delegates are selected and trained for a farm organization meeting or a political conference. As Wheeler McMillan expressed on Monday evening, "to gain a sense of how a country just 3 lifetimes away found a way to realize its aspirations."

The importance of the human personality - the individual - and understanding of individual motivation to action. The right to do as we please limited by our responsibility to others. Wheeler McMillan expressed it as "the invisible results of individual liberty." How women are people and their counsel and opinions are welcomed and a part of our society - as members of a family in the community - in the nation.

The spirit of enterprise as a strong motivating force in American life within the family, in the school, in business, in social life. Americans believe that achievement is best attained through striving for excellence - competition. Other cultures place less value on this. Our visitors need to understand the forces back of the enterprise drive in this country. Such as: Personal Realization of Goals - The Development of Leadership - Volunteer Leaders Who Do So Much without Pay.

How to gain these understandings of our values...the thing we place high in our life. These understandings are gained by many means - some simple, some complex. Yesterday the morning panel emphasized - use of professional integrity as one

means. Yesterday Raleigh Fosbrink referred to the need for more field or practical experience.

Is not one of our greatest resources in acquainting a visitor with many aspects of American life - the farm family?

Visits to homes, living and working with farm families builds bonds of friendship and breaks down many unseen barriers. A visitor will find things done around him that may seem ridiculous until he understands "why." He may face allusions to his dietary and other practices seen behind the barriers of his culture as against ours. Seeing and discussing production, incentive to produce, why home comforts, goods and services for the farmer and his family are a part of our standard of living and our economy.

Here it is possible for them to see the role of women - gain ideas as to how to capitalize on women and their role in the adoption of practices in this country, and how this might be done in his country. Women can play a role in practices such as the adoption of seed varieties - if difficult to cook, they likely would not wish to use the new seed.

Observing a workshop as a method for making a decision - getting a concept that as 3 or more people get together - an idea grows into a program with modification. The practical application of an idea which comes from the grass roots. This is what they find in this country that is different.

The tremendous resource of the county extension personnel and the extension program seeing the program in action through committee work, teaching, and the use of lay leaders.

Through being with the extension worker while at work, they gain understanding that we do not have a dollar sign in mind all the time. They feel the tremendous force of volunteer leadership.

They can be exposed to politically oriented groups - not just service groups to see how citizens work through meetings of the city council, league of women voters, etc. Through the farm family, extension personnel and other professional personnel in the county, visiting art centers, theaters, etc. helps remove the often heard statement - "America has no culture."

People of United States can be likewise helped in understanding the visitors and their country if they are invited to speak to church groups, service and social clubs and professional organizations, or if they appear on forums, panels or television. This is where people from other lands can open windows through which one may get a better view of his land and people. Visitors like the flow of understanding to go both ways.

Finally, I am forever amazed at how much we all become a part of what we are exposed to. Much rubs off on us, and we are never quite the same again. Exposure to ideas, philosophies - action, technology, research and its application - and most of all to our varying publics - the people in our states who are their friends - who with dignity and enthusiasm care - and care enough - to help give the maximum of understanding to these friends from other lands in the areas prescribed this afternoon or with a similar listing which you might prepare.

You Contact people are a real force in setting the stage - the climate or tone for this work. You are invaluable in helping others set up the props and combining many resources in meeting the objectives which our visitors from other lands have in mind when they come to this country - and in having that interlock with the objectives set up for their stay in America.

Thus, it is hoped they will have an image of the United States and its people - "Not of things - but of self."

THE JOB AHEAD

By E. D. White, Director
Office of Food and Agriculture, ICA

The topic announced is to summarize the job ahead. Perhaps the most pressing job ahead comes under the caption of agrarian reform. Latin America, Africa, and parts of Asia are among the foremost problem areas in agriculture today, having come on the horizon increasingly in the last six or eight months. It presents a great challenge to America to give leadership to this rather complicated field. Leadership is now urgently needed and in sizeable amounts.

Our country does not have a large reserve of men trained in successful approaches to land reform or agrarian reform. However, it is necessary that we rise to meet this occasion not only in Africa and South America, but also in Central America and in places closer to us. And, it is necessary to do it with methods of procedures and techniques unlike the confiscation of property that the Communists have exploited in Russia and China, Poland, North Korea and North Vietnam and now in Cuba.

To do this, requires a high degree of selectivity of men who can be used as consultants. Likewise it calls for a high spirit of cooperation of volunteer service for making men available to the government to carry out this program. We need to start now to get trainees into the country and into institutions that offer opportunities of widening their horizons and sharpening their views as to what agrarian reform can be, instead of the confiscation of large estates as the solution.

The second point that I'd like to bring up is the increase of the participant work load. We talked about this during the week and how programs are put into effect. A large flannelgraph revealed the many steps that the development and carrying out of a program now requires. We also talked about the difficulties of making available an increasing number of short-time training programs, and the limited number of instructors and facilities for this purpose on the college campuses. It is evident that with an increase in the number of participants coming to this country that we will need to depend upon your assistance to a greater extent if we are to fulfill these growing needs.

Cooperating governments in more than 40 countries are showing a great interest in extension as a potential means of developing their agricultural economies. This increasing interest is reflected in the participant work load and the need for the training of extension leaders in the principles and philosophy of extension work. It should also be borne in mind that we've recruited many U. S. people in extension that have had only a short experience in extension administration, and mindful too, that on the foreign field many people who have been appointed and are being appointed to national leadership in extension often know too little about the principles of extension and what they can and cannot afford to sacrifice and still have an extension service worthy of the name.

We realized the need for strengthening these people with a reference setting forth the guiding principles that should be adhered to in getting a successful Extension Service instituted and growing in a country. And, on this matter, a committee of three were appointed: Mr. Brannon, Extension Director in Oklahoma; Mr. Lord, Extension Director in Maine; and Mr. Nesius who has been Extension Director in Kentucky. This committee was responsible for the preparation of our recent publication "Building a Strong Extension Service." The members of the committee were well suited to the job. They were not only members of the policy committee of the Extension Service, but they were Extension Directors and they also had served as agricultural officers for ICA overseas. They knew the problem they were writing about. This illustrates what I'm thinking about in making more careful studies to get better materials into the hands of the people in the field.

Another point is to make sure that participants obtain the leadership training that is needed to provide assurance that they will become leaders in their home country as their Governments and our Government hope. I spoke on Tuesday of the amount of time and the careful work that is done in selecting participants, and of the expectation that when they returned that they would be leading citizens in the fields of activity for which they were selected. But, during the time that we are investing \$2500 or \$3500 or more in their training, we need to do what we can to assure that they have absorbed here the kind of training that will equip them, so far as we know how, for leadership back home. If they become the leaders we hope they become, we have not only increased effectiveness in agricultural development, but we also have gained some of the finest ambassadors for the United States.

Still another point is the increase in the participant training program from the African continent. There are other agencies that are engaged in the training of Africans as Mr. Middaugh mentioned in his talk to you the other day. We believe and we hope that there will be a sizeable increase in the training of Africans in the years ahead, and beginning now. It certainly is needed. We haven't yet been able to get the governments in the newly emerging nations to select enough people to bring here for advanced training. I have visited these countries repeatedly in the last two or three years, and on the first flush, they can't find very many who know English and who have enough education to justify a training program. Those who have it they feel are so badly needed in the government that they just cannot be spared. They not only have one job but sometimes four or five jobs to perform in the government.

And, in nations that have as many as 35 million people, we find after searching for five or six months that only six or seven can be spared for training in agriculture. Well, how long is it going to take in a country that needs several hundred trained men in agriculture in their government and now have only a dozen or two, to develop the trained manpower the nation requires in agriculture? But, when they do come here, it is a challenge to us on how we can most effectively give them help...how to pick them up from the level of training they have, perhaps as low as the 6th grade and on up to whatever college education they may have, and give them the kind of training that will make them effective civil servants and agricultural leaders back in their nation. This is not a ready-made, easy job.

I'd like especially to call attention to the great help our southern states and border states can provide by participating more actively in this program through their main colleges and universities. Now I'm quite aware of the cultural problem that exists in this matter in a number of places, and I am also quite aware of the progress, the very substantial progress, that is being made in that direction. The cultural shock to a person coming out of black Africa with its deep culture hanging closely about him, and being used to small farms, poverty, hunger, tribal customs, traditions and taboos, is very great. If we can provide a situation with even a faint resemblance of what the person is accustomed to, it would make training much easier for them and more effective on our part.

I am sure that institutions such as Oklahoma State University, which has taken an interest in Africa and is specializing in Ethiopia, are the ones to point the way. Recently, I attended an Ethiopian Day there. It was a way of impressing the entire staff and Board of Trustees from that University of the importance and interest of the institution in training Africans. Ethiopians came from places as far away as Minnesota to attend this one-day program in Stillwater. This inspires interest not only throughout the college staff but very generally within the state in broadening our services to Africa. Activities of this sort are going to be quite helpful in the job ahead in the training of African participants.

Another matter is the inspiration that participants need. We have said that they lack confidence in their newly-acquired skills, and prior to training are especially lacking in "show-how" for putting knowledge to work. Much can be done in learning by doing. In a few cases participants have been given actual jobs out in a county as an Assistant to a County Agent or in some kind of a farm credit job in order that they might learn by first-hand experiences. This stimulates real interest and zeal on their part because they become part of an organization. They feel that this gives them enough insight and practice to have confidence in themselves, not only to talk about the work, but to do something about it when they return home.

It is also helpful to have the participants get away from the campus and the training institutions into the countryside. It gives them an opportunity to visit farms, to understand farm family life and to see how farms are operated. It brings to them a real insight into American rural life, something they attach a high value to when they return home. It enables them to do what the people back home are interested in - to explain something of rural life in America, what a farm is like, and how farm families live. The extent that you can provide time for them to be on a farm and in a home adds tremendously to their understanding of the United States and it has a lot to do in supplementing their technical training. From their point of view you can't over-emphasize its importance.

Another concern is individualizing in group training. We have spoken about how to handle the large volume of ICA groups. But what we must keep increasingly in mind is that we are dealing with greatly heterogeneous people with different cultures and different degrees of education and with different capacities for learning. And, unless we can somehow make the participant feel that the program has been somewhat adjusted to fit him, he develops a feeling of frustration, a feeling that he just went through the mill and that nothing touched very closely. Well, the job ahead as we see it, is to gain more experience, more skill and more know-how on our part. We should try to get the training down within the group so that it somewhat fits the various individuals that compose the group.

As for the part of American college personnel, the more that they have been exposed to a cultural shock abroad by having travelled overseas, whether they are the Contact people, or those who handle the participants including the various professors, the more understanding there will be about the real problems that participants face in America. There should be less of a tendency to regard the participant as some kind of a student closely resembling an American student-- or some kind that is different and can't be understood. To some it may seem that participants are remote and unapproachable and that it is difficult to work up any real zeal for them. It seems to us that this can be partly corrected by taking advantage of the opportunity that is afforded by the returned personnel from the 29 colleges that contract with us overseas. As these people come back from tours of duties and return to their campuses they can serve a very useful function by helping train participants. From their own experiences they would understand the kind of cultural shock that foreign students undergo and the strong emotions that they feel as they try to settle down to their training programs in this country. Perhaps there are other ways of getting people who are important to you and to us in helping develop a more effective training program.

Another objective is to inculcate in participants the things that are going to be vitally important to them, as future citizens of their home country. These are the values that they could acquire in this culture that they either cannot get at home, or are not likely to get so well. I refer now to integrity - inculcating and instilling in the participants coming to this culture, a sense of integrity, a high degree of moral and professional honesty. The value of this to the individual is not well understood nor practiced. This is citizenship, democracy, civics, or whatever you want to label it. But it is extremely important if it can be given to them in a way that they maintain it.

Another value is to instill in them the dignity of work. In most areas of the world it is important that participants have a zeal for manual work when they go back and that they have a favorable attitude towards this kind of work.

We need to get over to them how democratic freedom promotes economic freedom... what this is like in a democratic country like our country and other countries in the western hemisphere, or western Europe. They need to know what it is that instills in people the zeal and desire to go on, and that which stimulates and causes rapid economic growth. Try to give them an understanding of this. Inculcate in them something close to integrity that I call intellectual honesty... the value of statistics that represent the truth, the intellectual honesty that goes with a profession, to acquire the zeal for a profession that makes it clean and honorable and honest. This is another valuable thing in addition to the zeal I've already mentioned for demonstrating their skills when they get back home. If we can do just that, if we can get them up to a point where they are eager to go out and show what they have learned, instead of being timid and embarrassed and afraid to try, but to demonstrate what they know, it will be worth the effort.

The participant training program is big business. Bringing a class of 14,000 or 15,000 new people into the U.S. each year is big business, especially considering the distances they come and the kind of people they are. It is a sizeable job for most American institutions to carry. It is not only big business but it is an extremely important business that we are engaged in. We in Washington hope that we will continue to have your good cooperation so that our country can rise increasingly to meet the challenge before us, and to continue to improve the

quality of our training program and keep it on a cost level that our Congress will support.

In closing I'd like to suggest that you designate someone in your group to represent you in working with our office to assess the value of this Conference and how often one like it should be held. Should it be repeated every year, or every two years? During the ensuing months we will want to work with you on this matter.

THE JOB AHEAD

By Cannon C. Hearne, Director
Foreign Training Division, FAS, USDA

The one or two remarks that I would make in addition to what Ed White has so ably said are that we would in the future plan programs to be exchange in nature, that we have long since passed the technical stage of pouring a lot of technical information out of a bucket on top of a man's head and expecting him to digest it, that we would approach this rather from the exchange point of view, and that when we put the program down-to-the-earth approach the situation of the other man, we in that process are helping the American a great deal. We are helping to emphasize to ourselves the situation that exists in the world in which we live and in which we have to deal on all problems--political, economic, and social. In this process we have a golden opportunity to keep ourselves down to the ground level of the world and not let ourselves float around out in space unattached to actual situations.

Another thing I'd like to emphasize is that this program is showing results in this country. In my own home community twenty-five years ago everybody in that community was an isolationist. Today the people in that community are internationally minded. I think that is one of the best achievements that we have and that if we can shoot for that goal in the future, everything is succeeding.

Instead of making evaluation an enterprise that we do after completing a piece of work we think of evaluation as a process of teaching people. It is a part of the teaching process which should go on continuously. We have a responsibility in addition to evaluating the participant himself. Have we helped him understand what it was that he was supposed to have learned? Can we tell the Mission from whom this participant came that this participant has been an "A" student, a "B" student, or a "C" or something on that order to not be quite that literal.

Another point--we have a wonderful opportunity to quit working the same horse all the time and let a few new people get into the picture. There are literally hundreds of people in this country who would like to take part in this thing. We have not yet found the way to get them involved. I am talking about the farm people, about professors, about just ordinary mill-run folks. There are thousands of them that would like to be in the picture.

One thing I've always tried to maintain myself is to avoid a patronizing air that is so easy to drift into. We are dealing with people who are from a nationalistic situation. Many are from a new country; they are trying to establish themselves in the world. We are talking with equals, we are working with equals.

I would like to wind this up by telling one little story as a promise to you folks that I will do a better job of reading material that you write to our office. We will not skip some of the things that your letters say that we should know about.