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FOOD FOR PEACE:  
OVERSEAS STAFFING AND PROGRAM MANAGEMENT

MR/MGT  
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## SUMMARY

### I. THE FOOD FOR PEACE PROGRAM -- MANAGEMENT RESPONSIBILITIES

#### Mission and Regional Bureau Food for Peace Responsibilities

The first section of this report outlines the responsibilities of the regional bureaus and the overseas missions in administering the Food for Peace Program.

#### Evaluations of Food for Peace Management

This section reviews some of the studies and reports made in the past few years which have been critical of AID's performance in carrying out these responsibilities. All of these reports found that there is a shortage of trained Food for Peace personnel, especially in the missions, and all recognized this shortage as one of the main sources of the administrative inadequacies which they were criticizing. All of them strongly recommended increasing the number of Food for Peace Officers both in the missions and in the bureaus. But these recommendations are meaningless unless they result in action. Since it is the regional bureaus who have authority over their own and mission staffing, the initiative for this action must come from them. Bureau action in increasing the number of trained Food for Peace Officers is even more urgent now than in the past, since proposed new legislation will not only expand the size of the Program, but will also place more emphasis on using food for development purposes.

### II. INCREASES IN MISSION FOOD FOR PEACE PERSONNEL

#### Chronology

In July 1961, there were only 4 Food for Peace Officer positions in 4 countries. As of June 1966, however, there were 50 positions established in 25 countries. This increase came about unevenly and sporadically instead of being spread gradually over the entire five-year time period.

#### Factors Affecting Food for Peace Personnel Increases

An examination of the factors which motivated each of the separate personnel increases indicates that they were made largely on an ad hoc basis, without much emphasis on over-all planning for the long-range personnel and management needs of the Program. The country-by-country evaluation of personnel requirements called for by the A/MP Management Report is, therefore, a necessary and long over-due step towards more effective Food for Peace management.

### III. PLACEMENT OF MISSION FOOD FOR PEACE PERSONNEL

#### Distribution of Food for Peace Officers

The Food for Peace Officers are currently distributed among the regions as follows: Latin America, 26 Officers in 11 countries; the Far East, 13 Officers in 6 countries; NESAs, 7 Officers in 5 countries; and Africa, 4 Officers in 3 countries.

#### Food for Peace Programs, AID Foreign Assistance Programs, and Personnel Distribution

These 50 Officers handle a program aggregating nearly as much in size as the regular AID Foreign Assistance Program -- which, in contrast, has a staff of over 1100 program technicians. In light of these relative program sizes, therefore, the Food for Peace Officers are spread very thinly over a very large area of responsibility.

#### Country and Regional Food for Peace Programs and Personnel Distribution

This section analyzes the factors which affect the distribution of Food for Peace Officers among the regions, and also among the different countries to which they are assigned.

On the regional level, a comparison of the regions by size of Food for Peace programs indicates that the over-all size of the program is not a particularly relevant factor. The same conclusion is reached when regional programs are compared only on the basis of Titles II and III, the program areas of greatest concern to the mission Food for Peace Officers.

On a country-by-country basis, the following factors appear to affect the size of the Food for Peace staff in a given mission: (1) special factors such as size of country, geography, and U. S. involvement; (2) size of Title II and III programs; and (3) over-all program size. The first factor is more important than either or both of the other two.

Nevertheless, since there are so many variations from country to country in Food for Peace programs and staffs, it is difficult to determine with assurance what standards have been used in the past to assign Food for Peace Officers. Although the bureaus must consider each country's program requirements individually, there should be specific criteria which can be used to make systematic and realistic evaluations of country and regional personnel needs. Without such criteria, which have to be more explicit than in the past, the bureaus will not be able to make effective long-range plans designed to meet the Program's personnel and management needs.

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#### IV. THE FOOD FOR PEACE OFFICERS: Job Characteristics

This section describes the characteristics of the Food for Peace Officer job, thus providing a preliminary basis for determining what professional and personal qualifications the Food for Peace Officer should have.

##### Position Grades and Personal Grades

A high proportion of the more experienced FSR-2 and FSR-3 Food for Peace Officers are currently being under-utilized -- i.e., the positions they occupy are of lower grade level, and presumably involve less responsibility than these Officers have the ability to handle. Flexibility in assigning personnel is, of course, a necessary and desirable characteristic of the Foreign Service. Nevertheless, experienced Officers are in short supply; thus, the bureaus should make a greater effort to see that these Officers' capabilities are utilized as effectively as possible in the management of the Program.

##### Mission Food for Peace Organization

Food for Peace personnel are fitted into the organizational structures of the missions in a variety of ways. The inconsistency indicates that the missions and the bureaus do not have a clear conception of the Food for Peace Officer's functions, or of the nature of the Food for Peace Program itself.

The best arrangement is one which provides a separate branch or division within the mission to deal specifically with Food for Peace. Where this is not practical, it seems that placing the Food for Peace Officer in the community development division is the most desirable of the procedures currently in use, with the program office next in suitability, and the agriculture office least appropriate of all.

Other possibilities should also be evaluated. The regional bureaus have the necessary information most readily available; in addition, they are in the best position to make recommendations and suggestions to the missions. It should be their responsibility, therefore, to carry out such an evaluation.

#### V. THE FOOD FOR PEACE OFFICERS: Background Characteristics

This section outlines the qualifications and background which best equip a Food for Peace Officer for successful job performance.

##### Education and Occupation

Both in terms of education and former occupation, the largest single group of Food for Peace Officers is composed of those who have a background in agriculture or some closely related field. Another group consists of Officers with backgrounds in human relations-oriented fields such as social work, psychology, or the ministry. A third group has a

public administration or business background.

#### Factors Affecting Job Performance: Education and Occupation

Educational and occupational experience are related to the likelihood of successful job performance. When the Officers' performance ratings are compared, those with backgrounds in human relations-oriented occupations or fields of study have a much higher proportion of superior and outstanding Officers than do those from any other educational or occupational group.

In contrast, the large group of Officers with agricultural backgrounds has a much smaller proportion of top-rated Officers. Thus, it seems that the bureaus -- since they have tended to select those with agricultural backgrounds to fill Food for Peace positions -- have been using criteria for personnel selection that are not suitable for the actual requirements of the job. Skill and experience in dealing with people appear to be much more important than specialized agricultural knowledge in successful Food for Peace job performance.

#### Regional Comparisons

Table XIII lists the occupational and educational characteristics of Food for Peace Officers in each region. Table XIV presents a regional breakdown of Officers by job performance ratings.

#### Factors Affecting Job Performance: Circumstances of Selection

Only 10 of the 41 Food for Peace Officers were originally hired as Food for Peace Officers. The remaining 31 were transferred to Food for Peace from a wide variety of other positions within AID. Most of them, however, were formerly agricultural technicians. The variety of previously-held positions indicates that in transferring employees to Food for Peace, the bureaus have often considered Food for Peace Program requirements only secondarily to other personnel problems such as placement.

A comparison of these two groups of Officers shows that those originally selected as Food for Peace Officers are much more likely to be superior or outstanding in their job performance than are the transferees.

#### Length of Service

Average length of service in AID and in Food for Peace indicates that the Food for Peace Officers tend to be men who are in the middle or early middle years of their AID careers. Thus, the A/MP Management Report's recommendation that a suitable career pattern be developed for the Food for Peace Officers deserves serious consideration. The bureaus should investigate alternative patterns to find out what fields can best use the management and organizational skills developed by successful Food for Peace Officers.

Length of Overseas Service

Very few of the Food for Peace Officers have ever served in AID/W. Both AID/W and the Officers themselves would benefit if such a tour of duty were made a regular part of the Food for Peace Officer's rotation pattern.

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## I. THE FOOD FOR PEACE PROGRAM - MANAGEMENT RESPONSIBILITIES

### Introduction

Food for Peace is by far the largest single program which AID administers. Since its inception in 1954, with the passage of Public Law 480, more than \$15 billion (U. S. Cost) in American surplus agricultural commodities have been sold or donated to over 100 foreign nations. Under Titles I and IV of Public Law 480, there have been 440 agreements with 50 nations, which have provided for the sale of food valued at \$10.8 billion (U. S. Cost, including ocean transportation costs borne by the United States). In addition, 86 countries have received Title II and III food donations that have amounted to \$4.7 billion (U. S. Cost, including ocean transportation). As Senator Gale W. McGee pointed out in his 1963 Report, Public Law 480 programs "have aggregated nearly as much per year as has been directly appropriated for economic aid."<sup>1</sup>

The administration of these massive programs is shared by several Federal agencies, but it is AID which is chiefly responsible for planning, implementing, and supervising Public Law 480 program activities, especially insofar as these are carried on within the foreign nations themselves. More specifically, as the recent Management Report on Food for Peace prepared by A/MP points out, it is the regional bureaus in AID/W together with the AID missions which must "bear the primary burden for developing effective plans for the use of Public Law 480 commodities in the context

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<sup>1</sup>Senator Gale W. McGee, Personnel Administration and Operations of Agency for International Development, Report of Senator Gale W. McGee to the Committee on Appropriations, Senate Document No. 57, 88th Congress (2d Session), November 29, 1963, p. 36 (hereafter referred to as McGee Report).

of a country assistance strategy, formulating specific programs to implement the plans in cooperation with other members of the Country Team, and executing or monitoring Title II and III programs once they are approved."<sup>2</sup> Thus, it is essential that AID be able and willing to provide, not only attention to administrative and policy guidance, but also sufficient personnel -- both in the missions and at the regional bureau level -- to insure that program planning and implementation will be thorough and effective. Without such attention, and without adequate staffing and administration, the great potential of these programs will be substantially wasted, and their impact on the world political scene will be considerably reduced.<sup>3</sup>

That this potential has in fact not yet been adequately realized and taken advantage of has been commented on by numerous observers, both from within AID itself and also from outside the Agency. In general, there seem to be two main reasons cited by these observers for AID's failure to make full use of Food for Peace potential. First, there has been a general lack of interest in Public Law 480 programs on the part of AID/W bureau personnel -- with the result that the amount of time and thought invested in planning, reviewing, and follow-up procedures has been inadequate.<sup>4</sup> The second reason is closely related to the first: both in Washington and at the country mission level, there has been a serious shortage of trained personnel specifically assigned to Food for Peace. This shortage means that all aspects of Program administration have

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<sup>2</sup>Richard F. Calhoun, et al., Food for Peace - Analysis of Organization and Administration; Management Analysis Division, Office of Management Planning, Agency for International Development, March 4, 1966, p. 40 (hereafter referred to as A/MP Management Report).

<sup>3</sup>McGee Report, p. 36.

<sup>4</sup>A/MP Management Report, pp. 41-42.

have suffered -- from initial planning to completed program evaluation. Whether this inadequate staffing is the result or the cause of the low level of motivation and interest which apparently exists is hard to say. In any case the important point is that the two factors are interdependent, with each reinforcing the other. As a result, it will be very difficult to bring new vigor and imagination to the expanded Food for Freedom program now being considered by Congress without dealing with both of these factors together.

#### Mission and Regional Bureau Food for Peace Responsibilities

In reviewing the criticisms which have been directed against the administration of Food for Peace programs, it is important to bear in mind the specific responsibilities of the bureaus and the missions. Since the A/MP Management Report mentioned above has recently described the bureaus' role in detail, this report will concentrate chiefly on the duties and personnel of the missions and it will deal only briefly with the bureaus.

The bureaus are responsible for establishing Food for Peace planning level estimates; for reviewing all Food for Peace programs and relating them to the goals of the entire Country Assistance Plan; for evaluating the management and progress of Food for Peace projects; for reviewing Title III program proposals and integrating them into the over-all development aims of a country program; and for selecting, training, and rotating Food for Peace Officers in the missions. The Management Report

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found considerable deficiencies in the thoroughness and attention with which the bureaus were carrying out these responsibilities, and it cited the need to assign full-time Food for Peace Officers to each of the bureaus in order to provide "a focal point of Program expertise to assist the desks and bureau management," and thereby to insure that the potential of Food for Peace programs would not be overlooked in the bureaus.<sup>5</sup>

Although the bureaus are expected to play a part in initiating Food for Peace program proposals as well as in reviewing and approving them, it is nevertheless the missions which bear the main responsibility for program initiation. In the process of initiating and refining proposals, the missions are expected to work closely with the cooperating sponsors: other members of the Country Team, officials of the host country government, and -- for Title III programs -- representatives of the U. S. voluntary agencies overseas. More specifically, they have responsibility for evaluating new proposals to make sure they are compatible with foreign aid objectives; for assuring that proposals to be submitted to AID/W are adequately planned and financed, and that they are technically and logistically feasible; for carrying out negotiations with the host country government and obtaining their cooperation and approval; and for integrating Title I, II, and IV plans into the over-all CAP. Although the missions do not themselves initiate or negotiate new Title III program plans, they nevertheless guide the voluntary agencies in doing so, providing them with technical assistance and policy and procedural advice.

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<sup>5</sup>A/MP Management Report, p. 42.

When proposals have been approved, the missions are responsible for most of the details of Title I, II, and IV program implementation and administration, and for monitoring the voluntary agencies' administration of Title III programs. The missions provide technical advice and assistance on all aspects of commodity transportation and distribution; they maintain comprehensive security and inventory records; and they investigate complaints and rectify mistakes. Finally, the missions are responsible for promoting publicity, for making periodic evaluations of program effectiveness, and for submitting the necessary reports to AID/W.

#### Evaluations of Food for Peace Management

It is obvious that the missions cannot do an adequate job for Food for Peace if they lack a sufficient number of trained personnel to handle the complexities of this program. In fact, many of the critics of Food for Peace have recognized this lack as one of the main sources of the program inadequacies which they have criticized, and have strongly recommended increasing the number of Food for Peace Officers both in the bureaus and in the missions. An examination of some of the findings and recommendations of these critics shows a significantly high degree of agreement on this point.

A report issued by Senator Gale W. McGee to the Committee on Appropriations, November 29, 1963, found that the Public Law 480 programs "have been undermanned, have received far less attention than their

importance and potential warrant, and have not received the recognition they should have, seemingly by both the recipient countries and by many of our own representatives who are actually administering the programs."<sup>6</sup> This Report pointed out that Title II and III programs in particular have been neglected, and that AID has failed to recognize how effective these programs can be if they are deliberately used "as a basis for building greater social consciousness and community responsibility at the grassroots level in the recipient countries . . . (and) as the nucleus for initiating other cooperative ventures."<sup>7</sup> While commending the Agency for the improvements made since 1961 in administering and staffing the Food for Peace Program, this 1963 Report nevertheless concluded that much more remained to be done, and it made a strong recommendation that the assignment of additional personnel specifically to the Program would be a long step in the right direction. At the time of the Report in 1963, it is worth noting that there were 38 full-time Food for Peace Officer positions established in the missions; by June 1966, this number had been increased by only 12 new positions, 10 of which were established only within the last fiscal year, 1966.

Both internal and GAO audit reports<sup>8</sup> have given emphasis to the need for additional personnel if AID is to insure that Public Law 480 commodities are efficiently used and that improper diversion is held to a minimum. Correction of the deficiencies pointed out by many of these reports, and -- even more importantly -- prevention of future deficiencies,

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<sup>6</sup>McGee Report, p. 36.

<sup>7</sup>McGee Report, pp. 9-10.

<sup>8</sup>See especially Audit Report No. 64-5, Internal Audit Branch, A/CONT; and GAO Draft Audit Report, "Ineffective Management of Commodities Provided to the Food-for-Work Program in Taiwan."

depends heavily upon the availability for sufficient personnel to carry out audit report recommendations, and to maintain a closer supervision of on-going program management. In the past, deficiencies have often gone uncorrected, not because they have not been known to exist, but because there simply has not been enough manpower to initiate reforms in addition to carrying out necessary day-to-day operations.

In March, 1965, the Sub-Group on Nutrition of the Interagency Task Force on Food and Agricultural Assistance to Less Developed Countries, surveyed Food for Peace operations and concluded that "the quality and effectiveness of Food for Peace programs vary greatly,"<sup>9</sup> and that understaffing, both overseas and in Washington, was one of the reasons for the existing inadequacies. The Sub-Group went on to recommend that Food for Peace requirements be given "adequate priority in establishing country staffing patterns," and said that "Over the next two years, the 38 Food for Peace officers assigned overseas need to be increased by 59, with 37 of these being direct-hire positions." The language used by the Sub-Group to defend its recommendation was blunt:<sup>10</sup>

Imaginative programming, adequate legislative authority, high-level support, and universal desire will be of little value if there are not adequate, competent personnel available to carry out the various programming functions.

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<sup>9</sup>Sub-Group on Nutrition of the Interagency Task Force on Food and Agricultural Assistance to Less Developed Countries, Partial Summary Report of the Sub-Group on Meeting Nutritional Needs, AID Manual Order No. 1017.5, Annex A, p. A-3 (hereafter referred to as Nutritional Sub-Group Report).

<sup>10</sup>Nutritional Sub-Group Report, pp. A-7-A-8.

Some of the most astute observations and suggestions for improvement were made by the A/MP Survey team in their recent report. Their summary of the range of duties specifically handled by the mission Food for Peace Officer is worth quoting in full, because it clearly emphasizes the necessity for trained, full-time personnel to make certain that programs are given the attention they must have if they are to be well carried out:<sup>11</sup>

The Food for Peace manual orders provide that the following functions be delegated to the mission Food for Peace Officer: the review of program proposals, a continuous review of field activities, reporting, and supply management. The actual duties performed are wide-ranging. They include maintaining working relationships with voluntary agency personnel, reviewing and assisting voluntary agency negotiations with cooperating governments as they relate to Food for Peace, advising the country team and cooperating country officials on procedural requirements, reviewing program plans and Annual Estimates of Requirements before submission to AID/W, and providing technical assistance in program implementation on transportation, warehousing, food preservation, inventory control, and record maintenance. In Food for Peace development programs such as Food for Work projects, the FFP Officer assists in developing specific projects such as land clearance, water impoundment, or the construction of schools and roads.

However, the Management Report notes that "many CAP submissions show little evidence of serious consideration of Food for Peace applications, even in areas where the Program might well be a significant contribution to development."<sup>12</sup> Much of this failure by the missions to make adequate use of Public Law 480 programs can be traced to "an absence of Food for Peace

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<sup>11</sup>A/MP Management Report, p. 99.

<sup>12</sup>A/MP Management Report, p. 64.

knowledge or focus in many missions."<sup>13</sup> While this handicap has been somewhat lessened by the recent increases in the number of mission Food for Peace Officer positions, it will nevertheless continue to undermine program progress until an evaluation of manpower needs on a country-by-country basis results in the assignment of enough Food for Peace Officers to give program objectives a more realistic chance of being achieved. The Report thus strongly urges the bureaus to make this evaluation and "where appropriate, take action to place a Food for Peace Officer to serve either a single country or a group of countries."<sup>14</sup> The Report summarizes its rationale for this recommendation in a highly significant and important paragraph:<sup>15</sup>

Effective performance of Agency responsibilities under the Food for Peace Program requires mission capability to plan, implement, and evaluate Food for Peace programs. IT IS THE EXPERIENCE OF BUREAU MANAGEMENT PERSONNEL THAT IMPLEMENTATION OF THE FOOD FOR PEACE PROGRAM IS MORE EFFECTIVE IN THOSE MISSIONS HAVING FOOD FOR PEACE OFFICERS.

But all the findings, recommendations, and opinions of these surveys and reports, however pertinent and well-founded they may be, are valueless unless they result in action. Since it is the regional bureaus who have authority over mission staffing, the initiative for this action must ultimately come from them. This is not to say that the response of the bureaus over the past few years to the need for Food for Peace personnel in the missions has been overlooked; on the contrary, most of the reports have recognized and applauded the great improvements

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<sup>13</sup>A/MP Management Report, p. 66.

<sup>14</sup>A/MP Management Report, p. 67.

<sup>15</sup>A/MP Management Report, p. 67 (emphasis added).

which have been made. But the same reports have also recognized that the action taken so far has not been enough -- that much more needs to be done. Their observations and recommendations become even more pertinent in view of the expansion of Food for Peace and the increased emphasis on using food for development purposes, which seems likely to result from the passage of the new Food for Freedom legislation now before Congress. This Act will increase the need for trained personnel, and will thus make it even more urgently necessary for the bureaus to take the initiative in making these personnel readily available. If AID is to carry out its responsibilities, it is imperative that the bureaus increase the pace and the scope of their participation in Public Law 480 activities -- especially in the important area of mission staffing.

## II. INCREASES IN MISSION FOOD FOR PEACE PERSONNEL

### Chronology

As of June 1966, there were 50 Food for Peace and Assistant Food for Peace Officer positions in 25 countries, compared with the 4 positions in 4 countries which existed in July 1961 -- a net increase in 5 years of 46 new positions and 21 new countries. Figure I illustrates this increase in the number of positions and in the number of countries with Food for Peace Officers. As can be seen, additions have been made unevenly and sporadically instead of gradually over the whole time period. Thus, the first increase of 11 new positions, took place between July 1961 and June 1962, a period immediately following the creation and reorganization of AID under the 1961 Foreign Assistance Act. The second, and by far the largest increase in the 5 years under consideration, occurred in the eight-month period between March and November 1963. A net total of 23 new positions -- more than half of the total net increase for the entire five years -- was established during these months. This same period also saw the largest jump in the number of countries to which officers were assigned: an addition of 12 new countries out of a five year net increase which totalled 21. After this period of expansion, the number of Food for Peace Officers remained relatively constant until about April 1965. Since then, there has been a net increase of 10 positions, bringing the total to the present 50 officers and 25 countries.

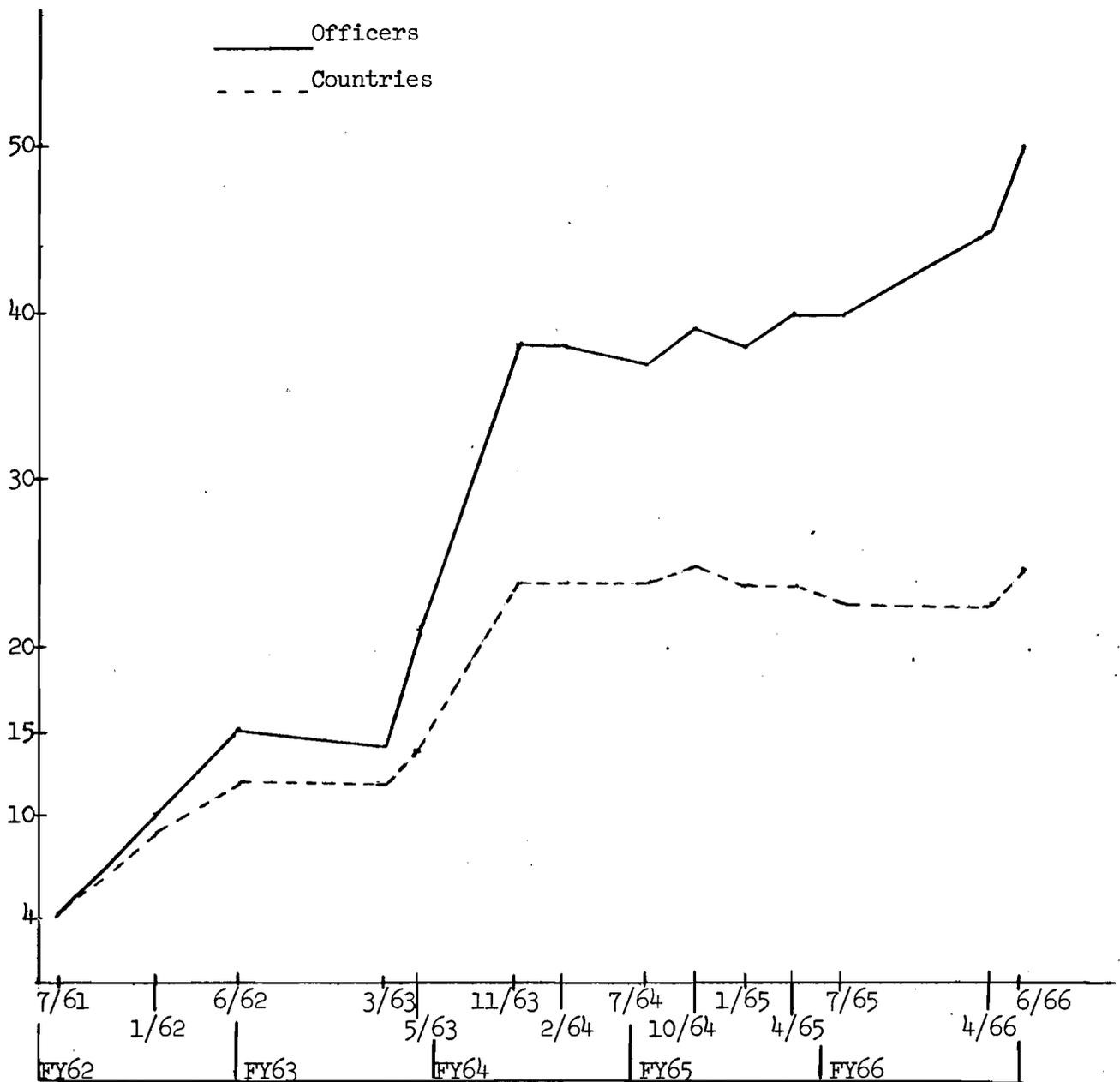


FIGURE I

INCREASE IN NUMBER OF FOOD FOR PEACE OFFICER POSITIONS  
AND IN NUMBER OF COUNTRIES WITH FOOD FOR PEACE OFFICERS, FY1961-FY1966

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Factors Affecting Food for Peace Personnel Increases

Neither the over-all personnel growth, nor its timing, can be explained by any corresponding growth in the size of the Food for Peace Program. On the whole, as Figure II shows, the Program grew relatively slowly during these years. Moreover, despite a steady increase from 1961 to 1964, the dollar size of the Program declined almost to the 1961 level in fiscal year 1965. Title IV -- the smallest part of the Program -- was the only portion which showed a steady increase over the entire time span, while the other three Titles fluctuated irregularly. In fact, if the amounts of Titles I and IV multi-year agreements are not prorated, as they are in Figure II, the figures actually show a sharp decline in the over-all size of the Program from 1961 to 1965. As Figure III shows, this decline was due almost entirely to the large drop in the total dollar amounts of new Title I agreements negotiated each year, a drop which could not be offset by the growth of the Title IV program -- especially since the sizes of Titles II and III, which are prime areas of responsibility for Food for Peace Officers, remained relatively stable.

Two conclusions are possible in view of the absence of any significant growth in the overall size of the program. Either the Food for Peace Program was woefully under-staffed in 1961, thus necessitating a more than 10-fold increase in the number of Food for Peace Officers even though the size of the Program did not correspondingly increase, or the 4 Officers of 1961 were sufficient and the growth in staff since then has been unnecessary. The magnitude of the Program -- over \$1 billion each year -- coupled with all the evidence cited above, makes it extremely unlikely that the latter conclusion is the correct one. It seems, therefore,

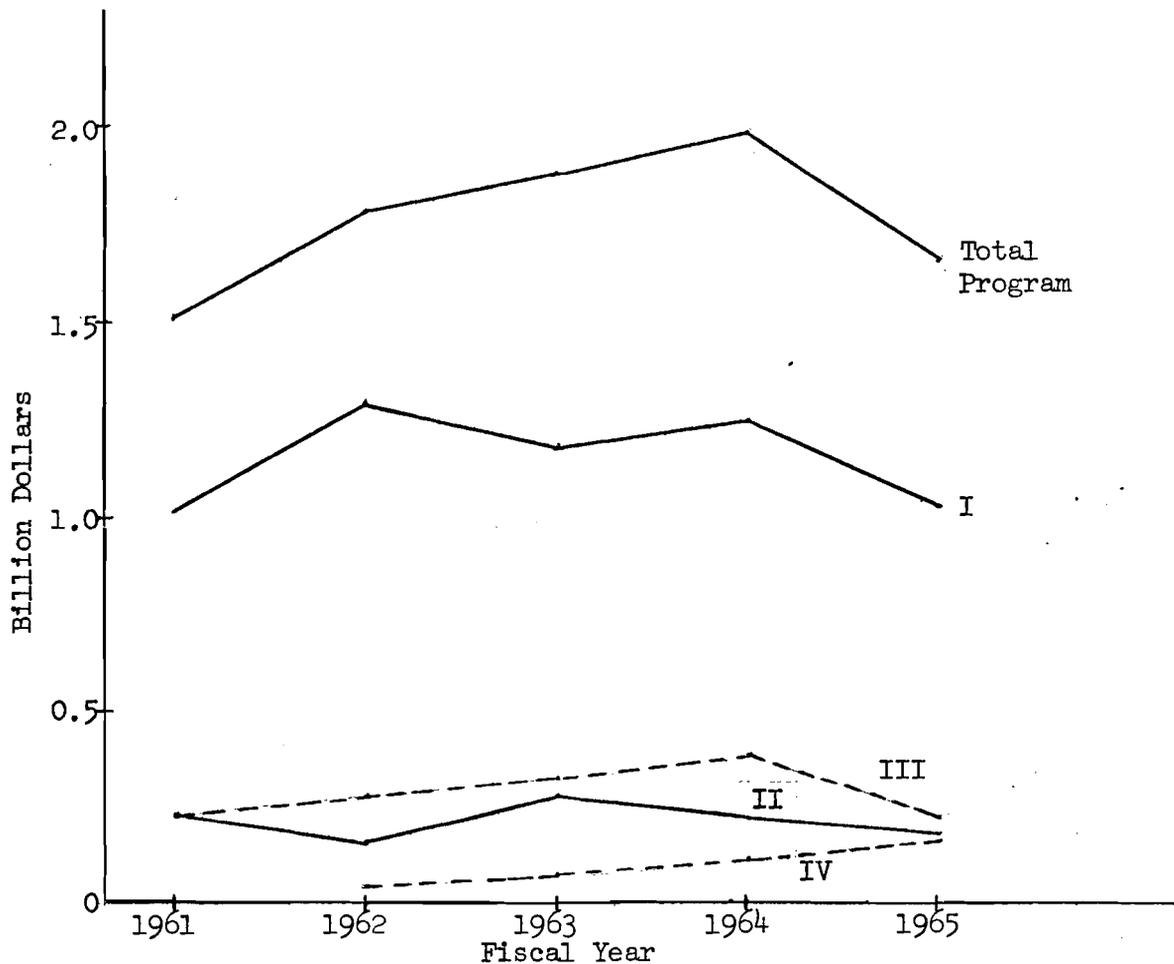


FIGURE II

GROWTH IN SIZE OF FOOD FOR PEACE PROGRAM,  
 TOTAL AND BY TITLE, FY1961-FY1965  
 (MULTIYEAR AGREEMENTS PRORATED)

Source: AID, Operations Report, Data as of June 30, 1965, Washington, D. C.,  
 FY 1965.

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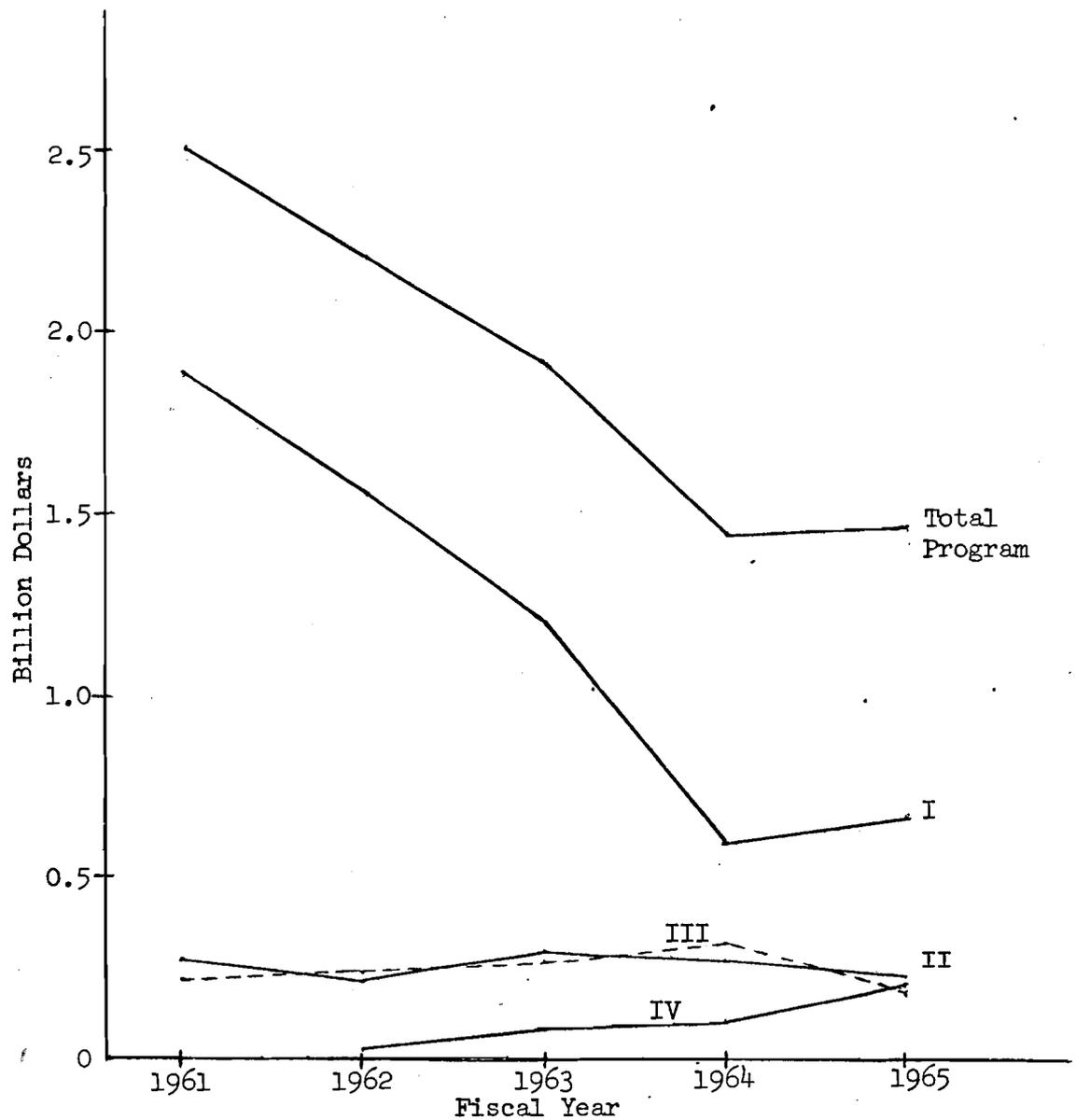


FIGURE III

GROWTH IN SIZE OF FOOD FOR PEACE PROGRAM,  
 TOTAL AND BY TITLE, FY1961-FY1965  
 (MULTIYEAR AGREEMENTS NOT PRORATED)

Source: The Annual Report of the President on Activities Carried Out under Public Law 480, 83rd Congress, as Amended, During the Period January 1 Through December 31, 1965.

that it was not so much growth in size, as size itself, which helps to account for the increase in staff which took place. Nevertheless, since the Program has been approximately the same size each year since its beginning in 1955, it is obvious that the fact of the Program's size alone was not enough to motivate the addition of personnel. Such motivation came only as those concerned with Food for Peace began to recognize how valuable the Program could be as a tool both for foreign policy and for development purposes, and to see how much its effectiveness depended upon adequate management. This growing recognition of the Program's usefulness and needs, together with the Program's size, has been the main factor in encouraging efforts to correct such deficiencies as understaffing. But increased attention to the Program and its needs did not come about of itself, and a look at the events which were taking place during the time of the three largest personnel increases might help to explain why this attention developed when it did.

First of all, the broad political, economic and social changes in the world situation which have so far characterized the 1960s, coupled with the American response to these changes, have had much to do with encouraging greater interest in Food for Peace. The most relevant of these changes has been the altogether unprecedented international situation which has resulted from the rapid emergence of what is sometimes called the "third world." In accelerating this emergence, the newly independent

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nations of Africa and Asia have had an impact which can hardly be underestimated, and this impact has profoundly altered the nature of world politics. For the refusal of these nations to fall immediately into line with either of the great powers has made one of the dominant concepts of post-war American foreign policy quite literally old-fashioned. Thus, whatever dubious relationship to reality the idea of a bi-polar, two-bloc world may once have had, it is neither realistic nor profitable to think about international relations in such terms today. The new nations, moreover, have brought with them onto the world scene, and thus into the attention of American foreign policy, all of the economic and social problems of underdevelopment -- problems which are also those of the older nations of Latin America and the Middle East. Many of these problems bear directly on the Food for Peace Program -- most notably the problems of over-population and a mounting birth-rate, and those of an agriculture too inefficient to provide for the needs of the present, much less for those of the future. Only slowly, as the United States has become aware of the importance of these nations to the world situation, have such problems begun to seem urgent, and has attention been directed to finding solutions to them. Thus the growing interest of the last few years in Food for Peace may be seen in general terms as a consequence of an over-all re-orientation in the perspective of American foreign policy -- a re-orientation which is at least partially the result of the profound changes in world politics brought about by the nation-building explosion.

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Against this background, there are more specific motivations for the relatively recent attention given to the management and personnel needs of the Food for Peace Program. As was pointed out above, the first sizeable personnel increase occurred shortly after the Agency's reorganization under the 1961 Foreign Assistance Act, and this increase was quite possibly due to the new Agency's response to the Act, which explicitly charged AID with the responsibility "to place greater emphasis on the various aspects of Food for Peace." The second increase, which took place in 1963, becomes more intelligible when the regional distribution of the new Food for Peace Officers is considered. While all regions added Food for Peace Officers in the eight months between March and November, 1963, 14 of the 24 new positions were in Latin America (6 of them in Brazil). At least a partial explanation for this second increase, and for the way it was distributed, is found in the increasing emphasis then being placed on the Alliance for Progress, which involved a corresponding expansion in food sales and donations to Latin American countries. It may also be relevant to note that this expansion in personnel took place around the same time that the Senate Appropriations Committee held special hearings on AID personnel staffing (May 6 - June 10, 1963). It was these hearings which became the basis for the McGee Report issued later that same year.

Finally, the most recent increase in Food for Peace personnel, which took place during fiscal year 1966, can also be examined in the light of the regional distribution of the new positions. Seven new Officers

were assigned to the Far East, and six to Latin America, thus making these two regions the only beneficiaries of these latest additions. This result is largely due to stepped-up programs in two current trouble spots in these regions - Vietnam and the Dominican Republic. In contrast, the remaining two regions - NESAs and Africa - have suffered a net loss of two positions and one position respectively.

Thus, it seems reasonable to conclude that increases in the number of Food for Peace positions over the last five years, despite the important impetus provided by the need to respond to a changing world situation, were largely on an ad hoc basis, without much emphasis on overall planning for the long-range management needs of the Program. It would seem, then, that the country-by-country evaluation of personnel requirements called for by the Management Survey is an essential and considerably over-due step towards more effective and adequate Food for Peace management.

### III. PLACEMENT OF MISSION FOOD FOR PEACE PERSONNEL

#### Distribution of Food for Peace Officers

We turn now to a more detailed look at the current placement of Food for Peace Officers overseas, and at the size and types of Food for Peace programs for which they are responsible. Table I shows the breakdown of personnel on a country-by-country basis as of June 1966.

As the Table indicates, Latin America, with 26 Food for Peace Officers in 11 countries, has by far the greatest share of the 50 positions established; 9 of these Latin American Region Officers are located in Brazil. The Far East is the next largest region in terms of number of personnel, with 13 Officers in 6 countries; of these 13, 5 are stationed in South Vietnam. NESAs' 7 officers are distributed among 5 countries; and lastly, of the 4 Africa Region Officers, 3 handle two separate country programs, while one serves programs in a sub-regional area of three nations.

Most countries in all the regions have only a single Officer. Of these 14 Officers, 2 are responsible for programs operating in more than one country. Specifically, these two are the East African Regional Officer mentioned above, who handles Kenya, Uganda, and Tanzania; and the Officer stationed in Egypt, who also directs Food for Peace activities in Cyprus, Greece, Iraq, Syria, and Lebanon. The remaining 11 countries have more than one Officer each; of them, Brazil with 9 Officers has

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TABLE I

## FOOD FOR PEACE POSITIONS BY COUNTRY AND REGION, JUNE, 1966

<u>Region and Country</u>	<u>Number of Officers</u>
Morocco	1
Tunisia	2
East African Regional (Tanzania)	<u>1</u>
AFRICA (total)	4
-----	
Korea	3
Laos	1
Philippines	2
Taiwan	1
South Vietnam	5
Indonesia	<u>1</u>
FAR EAST (total)	13
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Egypt	1
India	2
Pakistan	2
Turkey	1
Yemen	<u>1</u>
NESA (total)	7
-----	
Brazil	9
Guyana	1
Chile	1
Colombia	2
Dominican Republic	4
Ecuador	1
Guatemala	1
Jamaica	1
Paraguay	1
Peru	3
Bolivia	<u>2</u>
LATIN AMERICA (total)	26
=====	
TOTAL, all regions	50
-----	
TOTAL countries	25

the largest Food for Peace staff; followed by Vietnam with 5; the Dominican Republic with 4; Laos and Peru with 3 each; and Tunisia, the Philippines, India, Pakistan, Colombia, and Bolivia, with 2 each.

Food for Peace Programs, AID Foreign Assistance Programs, and Personnel Distribution

How does this distribution of Food for Peace Officers coincide with the size of the programs which must be managed? In Table II, the size of the program in Fiscal Year 1965 for each country having at least one Food for Peace Officer is compared with the size of the directly appropriated AID Foreign Assistance Program, and with the total number of direct-hire non-Food for Peace AID technicians in that country.<sup>16</sup>

As can be seen, the Food for Peace program in Fiscal Year 1965 aggregated nearly as much as the directly appropriated AID Foreign Assistance Program -- worldwide, the totals are \$1.45 billion and \$1.89 billion respectively. If the comparison is limited only to those countries in which there are Food for Peace Officers, the same results are obtained: in these 25 nations, Food for Peace amounts to \$1.26 billion while other AID assistance totals \$1.50 billion. In sharp contrast to this relative equality of program sizes, however, is the vast difference in the number of direct hire overseas personnel assigned to each of these two broad

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<sup>16</sup>Before this data can be interpreted, several important qualifying factors must be mentioned. First, the figures given in the Table represent only the amounts of new commitments made in Fiscal Year 1965 (the latest time period for which complete data is available). As such, they do not include commitments made to multi-year programs begun in previous years and continued in Fiscal Year 1965; in this way, then, the figures given actually underestimate the sizes of the programs. Nevertheless, since this underestimation holds true for portions of Food for Peace as well as for several of the direct-appropriation programs, the figures provide at least an approximate basis for making comparisons between countries and program sizes.  
(Continued)

TABLE II

COMPARISON OF FOOD FOR PEACE PROGRAMS AND DIRECT-APPROPRIATION AID FOREIGN ASSISTANCE PROGRAMS, BY SIZE AND NUMBER OF PERSONNEL, IN EACH COUNTRY AND REGION, FY 1965

Region and Country	Total FFP Program/ <u>1</u>	Titles II & III/ <u>2</u>	FFP Personnel	Total AID Foreign Assistance/ <u>3</u>	Direct-Hire AID Personnel/ <u>4</u>
	In 1000 Dollars	In 1000 Dollars		In 1000 Dollars	
<b>AFRICA</b>					
Morocco	26,851	12,951	1	11,081	14
Tunisia	35,311	18,911	2	18,405	32
East African Regional/ <u>5</u>	5,917	2,117	1	8,398	43
Total	68,079	33,979	4	137,884	89
Other Africa	57,004	24,804	0	126,001	437
<b>TOTAL AFRICA</b>	<b>125,083</b>	<b>58,783</b>	<b>4</b>	<b>163,885</b>	<b>526</b>
<hr/>					
<b>FAR EAST</b>					
Korea	72,900	27,900	3	122,511	86
Laos	255	255	1	50,599	217
Philippines	18,617	6,017	2	3,013	53
Taiwan	70,389	10,689	1	376	--
South Vietnam	57,750	10,350	5	225,003	666
Indonesia	1,647	1,647	1	3,243	--
Total	221,558	56,858	13	404,745	1,022
Other Far East	13,852	6,852	0	45,389	156
<b>TOTAL FAR EAST</b>	<b>235,410</b>	<b>63,710</b>	<b>13</b>	<b>450,134</b>	<b>1,178</b>
<hr/>					
<b>NESA</b>					
Egypt/ <u>6</u>	193,546	18,146	1	2,438	14
India	454,468	27,768	2	265,280	66
Pakistan	173,140	17,740	2	187,717	106
Turkey	56,745	3,145	1	151,243	91
Yemen	344	344	1	4,520	11
Total	878,243	67,143	7	611,198	288
Other NESA	94,649	29,949/ <u>7</u>	0	82,709	198
<b>TOTAL NESA</b>	<b>972,892</b>	<b>97,092</b>	<b>7</b>	<b>693,907</b>	<b>486</b>

TABLE II (Continued)

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Region and Country	Total FFP Program <sup>1/</sup>	Titles II & III <sup>2/</sup>	FFP Personnel	Total AID Foreign Assistance <sup>3/</sup>	Direct-Hire AID Personnel <sup>4/</sup>
	In 1000 Dollars	In 1000 Dollars		In 1000 Dollars	
LATIN AMERICA					
Brazil	25,303	25,303	9	234,820	123
Guyana	435	435	1	11,900	5
Chile	13,778	13,778	1	99,494	23
Colombia	14,351	6,751	2	4,045	44
Dom. Republic	16,508	7,408	4	53,082	36
Ecuador	7,270	2,270	1	12,098	42
Guatemala	1,068	1,068	1	7,258	28
Jamaica	1,951	1,951	1	4,466	8
Paraguay	3,271	271	1	2,444	18
Peru	6,334	6,334	3	7,396	33
Bolivia	5,551	1,751	2	9,372	40
Total	95,820	67,320	26	446,375	400
Other Latin Am.	20,034	19,834	0	141,662	158
TOTAL Latin Am.	115,854	87,154	26	588,037	558
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Total Countries with FFP Officers	1,263,700	225,300	50	1,500,202	1,799
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Total Countries without FFP Officers	185,539	81,439	0	395,761	949
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Total All Countries	1,449,239	306,739	50	1,895,963	2,748

<sup>1</sup>Includes proration of multi-year agreements.

<sup>2</sup>CCC Cost including ocean transportation costs borne by AID.

<sup>3</sup>Excluding non-regional funds and funds administered by other agencies.

<sup>4</sup>Excluding Food for Peace personnel.

<sup>5</sup>Includes Tanzania, Kenya, and Uganda.

<sup>6</sup>In addition to Egypt, these figures include Greece, Syria, Iraq, Lebanon, and Cyprus.

<sup>7</sup>Excluding UNRWA funds (26,730).

<sup>8</sup>Excluding World Food Program funds, and funds for Europe.

Sources: See Table III AID, Staffing Pattern and Personnel Roster, for Africa, Far East, NESAs, and Latin America, as of May 25, 1966. 186

areas. Worldwide, there are only 50 Food for Peace Officers, as opposed to over 2700 other types of program technicians; and of these 2700, over 1100 are located in the 25 nations which share the 50 Food for Peace Officers. Even if, as was mentioned in footnote 16, it is recognized that the administration of Food for Peace Programs does not require the diversity of specialized operating personnel which the more technical types of AID projects often do, it is still true that, in light of relative program sizes, the Food for Peace Officers are spread very thinly over a very large area of responsibility. In several countries, for example, the Food for Peace Program is actually much larger than all other AID assistance programs combined, yet the personnel ratio does not reflect this situation even vaguely. A case in point is Tunisia, where two Food for Peace Officers handle a \$35 million program, and 13 technicians handle other AID assistance programs which total only \$18 million. Other countries in which a similar condition exists

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<sup>16</sup> Perhaps more serious objections lie in the inclusion of a variety of different types of assistance programs within the same lump sum. Loans, for example, or Title I sales, obviously do not require as many personnel as do technical assistance projects, which often entail the on-the-spot presence of a number of specialized technicians. Furthermore, since Titles I and IV are handled chiefly by other members of the country team, with the Food for Peace Officer serving a relatively tangential role, it may be argued that including these Titles in any comparison of program responsibilities which is based upon the dollar sizes of programs is misleading, since their inclusion will inflate the true size of the Food for Peace Officer's job. The first of these objections is somewhat overcome since it applies with equal force both to Food for Peace and to the direct-appropriation program (i.e. mutual defects in the data can sometimes tend to cancel each other out). The second objection, however, is more pertinent, and will be dealt with in the text.

are Morocco, Egypt, India, the Philippines, Paraguay, and Colombia. Interestingly enough, in all of these countries except for Paraguay, this situation -- with Food for Peace exceeding the other programs -- holds true even if only Titles II and III are used to determine the size of the program (See Table II).

In most of the remaining countries with Food for Peace Officers, the Program amounts to a substantial portion -- from 25% to 75% or more -- of the total AID effort. Yet in most cases, a single individual is charged with much of the responsibility for the broad range of activities which are involved in initiating or advising on program proposals, supervising program implementation, and following through on their progress. Even if Titles I and IV are excluded, and the per country amounts of Titles II and III programs, the same pattern of Food for Peace understaffing emerges. Thus for example, the two Food for Peace Officers in Bolivia are responsible for a combined Title II and III program amounting to \$1.75 million, while responsibility for the \$9.37 million Foreign Assistance Program is distributed among 40 direct-hire technicians. The sizes of these Bolivian programs thus average \$0.875 million per Food for Peace Officer, and \$0.234 million per technician, a ratio of 4 to 1.

This type of situation prevails in most countries. Thus, it is interesting to note that the total Food for Peace Program in the 25 countries with Food for Peace Officers averages \$25.3 million per Officer, while the total AID Foreign Assistance Program in these same

25 countries averages \$0.875 million per man. Again, if only Titles II and III are considered, the average is \$4.5 million per Food for Peace Officer; and if only Title II is considered, the average is \$1.8 million per Officer -- a figure which is still over twice as large as the average figure for AID's non-Food for Peace technicians.

None of this, however, is to suggest that the Food for Peace Program should have as large an overseas staff as the rest of the Foreign Assistance Program does. Such a development would not be desirable or necessary even if it were practical, for although the Food for Peace Officer does have day-to-day operating responsibilities, it is nevertheless true that the greater part of his job deals with planning and general program supervision and management. Consequently, while comparing the sizes of the two programs undeniably indicates that a severe understaffing problem does in fact exist in the Food for Peace area, it does not provide a quantitatively accurate evaluation of the degree of this understaffing. Such an evaluation would at the very least require more precision both in delineating types of programs and in making distinctions between the responsibilities of different types of personnel.

Country Food for Peace Programs and Personnel Distribution

These figures on program sizes can be used with more confidence to compare regional and country Food for Peace Programs with each other instead of with other types of foreign assistance programs. Table III presents a detailed breakdown of Food for Peace Programs in fiscal year 1965, by region, country, and Title.

The data shows that NESAs had by far the largest Food for Peace program, amounting to about \$972.9 million; followed by the Far East, with \$235.4 million; Africa, with \$125.1 million; and finally, Latin America, with a \$115.9 million program. Partial figures indicate that the same order also prevailed in fiscal year 1966. For our purposes, however, it is more relevant to compare the regions only on the basis of those countries which have Food for Peace Officers; when this is done, NESAs remain the largest region and the Far East the second-largest, but the positions of Latin America and Africa are reversed; the 11 countries in Latin America with Food for Peace Officers have programs totalling \$95.8 million, while the 5 such countries in Africa aggregate only \$68.1 million. In the discussion which follows, comparisons will be made on this partial basis instead of the over-all size of regional programs, unless otherwise noted.

When the Food for Peace program in each region is broken down by Title, the reason for NESAs' overwhelming predominance in size becomes apparent. As the Table shows, its Title I sales, amounting to \$793.2 million, far exceed those of any other region, and this is the only Title for which there are such large differences in size between the regions.

TABLE III

SIZE OF FOOD FOR PEACE PROGRAM BY TITLE, FOR EACH COUNTRY AND REGION, FY 1965

Region and Country	Total FFP Program	Titles/1 II & III	Title/2 I	Title/1 II	Title/1 III	Title/2 IV
	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars
<b>AFRICA</b>						
Morocco	26,851	12,951	13,900	3,535	9,416	--
Tunisia	35,311	18,911	16,400	17,035	1,876	--
East African Regional/3	5,917	2,117	--	692	1,425	3,800
Total	68,079	33,979	30,300	21,262	12,717	3,800
Other Africa	57,004	24,804	26,400	6,100	18,704	5,800
<b>TOTAL AFRICA</b>	<b>125,083</b>	<b>58,783</b>	<b>56,700</b>	<b>27,362</b>	<b>31,421</b>	<b>9,600</b>
<b>FAR EAST</b>						
Korea	72,900	27,900	45,000	19,300	8,600	--
Laos	255	255	--	--	255	--
Philippines	18,617	6,017	12,600	--	6,017	--
Taiwan	70,389	10,689	35,800	6,497	4,192	23,900
South Vietnam	57,750	10,350	47,400	6,021	4,329	--
Indonesia	1,647	1,647	--	--	1,647	--
Total	221,558	56,858	140,800	31,818	25,040	23,900
Other Far East	13,852	6,852	--	--	6,852	7,000
<b>TOTAL FAR EAST</b>	<b>235,410</b>	<b>63,710</b>	<b>140,800</b>	<b>31,818</b>	<b>31,892</b>	<b>30,900</b>
<b>NESA</b>						
Egypt/4	193,546	18,146	157,500	5,255	12,891	17,900
India	454,468	27,768	426,700	--	27,768	--
Pakistan	173,140	17,740	155,400	12,744	4,996	--
Turkey	56,745	3,145	53,600	--	3,145	--
Yemen	344	344	---	313	31	--
Total	878,243	67,143	793,200	18,312	48,831	17,900
Other NESA	94,649	29,949/5	52,900	23,687	6,262	11,800
<b>TOTAL NESA</b>	<b>972,892</b>	<b>97,092</b>	<b>846,100</b>	<b>41,999</b>	<b>55,093</b>	<b>29,700</b>

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TABLE III (Continued)

Region and Country	Total FFP Program	Titles II & III	Title I	Title II	Title III	Title IV
	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars
<b>LATIN AMERICA</b>						
Brazil	25,303	25,303	--	7,030	18,273	--
Guyana	435	435	--	--	435	--
Chile	13,778	13,778	--	3,417	10,361	--
Colombia	14,351	6,751	7,600	--	6,751	--
Dominican Republic	16,508	7,408	--	3,973	3,435	9,100
Ecuador	7,270	2,270	--	348	1,922	5,000
Guatemala	1,068	1,068	--	--	1,068	--
Jamaica	1,951	1,951	--	541	1,410	--
Paraguay	3,271	271	3,000	--	271	--
Peru	6,334	6,334	--	3,864	2,470	--
Bolivia	5,551	1,751	3,800	1,232	519	--
<b>Total</b>	<b>95,820</b>	<b>67,320</b>	<b>14,400</b>	<b>20,405</b>	<b>46,915</b>	<b>14,100</b>
Other Latin America	20,034	19,834	100	3,613	16,221	100
<b>TOTAL LATIN AMERICA</b>	<b>115,854</b>	<b>87,154</b>	<b>14,500</b>	<b>24,018</b>	<b>63,136</b>	<b>14,200</b>
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Total, countries with FFP Officers	1,263,700	225,300	978,700	91,797	133,503	59,700
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Total, countries without FFP Officers	185,539	81,439	79,400	33,400	48,039	24,700
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<b>TOTAL, all/6 countries</b>	<b>1,449,239</b>	<b>306,739</b>	<b>1,058,100</b>	<b>125,197</b>	<b>181,542</b>	<b>84,400</b>

<sup>1</sup> CCC cost, including ocean transportation costs borne by AID.

<sup>2</sup> Sales agreements signed (market value), including proration of multi-year agreements.

<sup>3</sup> Includes Tanzania, Kenya, and Uganda.

<sup>4</sup> In addition to Egypt, these figures include Greece, Syria, Iraq, Lebanon, and Cyprus.

<sup>5</sup> Excluding UNRWA funds (26,730).

<sup>6</sup> Excluding World Food Program funds, and funds for Europe.

Sources: AID, Operations Report, Data as of June 30, 1965, Washington, D.C., FY 1965.  
AID, "PL 480 Title II Programs - Transfer Authorizations Issued, FY 1965, and  
and Cumulative Programs as of June 30, 1965."

The Annual Report of the President on Activities Carried Out Under Public Law  
Law 480, 83rd Congress, as Amended, During the Period January 1 Through  
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Thus, although NESAs also has the largest Title III program, that of the Latin American region is almost equal in size -- \$48.8 million for NESAs, and \$46.9 million for Latin America. When Title II is considered, NESAs actually has the smallest program, while the Far East had the largest (\$31.8 million); the Far East also has the largest volume of Title IV sales (\$23.9 million).

How do these figures compare with the number of Food for Peace Officers in each region? It is obvious that here the over-all size of the program is not a particularly relevant factor, at least comparatively speaking, for Latin America, with one of the smaller programs, has by far the largest number of Officers (26), while NESAs, with the largest program, has only 7 officers - fewer than any of the regions except Africa. If, however, we consider only Titles II and III, the program areas with which Food for Peace Officers are primarily concerned, regional comparisons become more meaningful and the incongruity between program size and number of personnel is somewhat lessened. Thus, Latin America and NESAs have combined Titles II and III programs of approximately equal size, with Latin America being slightly the larger of the two; the Far East is third in size, and Africa is the smallest of the four regions. On this basis, the personnel distribution is more understandable, but it is still not fully consistent with the relative program sizes. It is apparent, therefore, that Title II and III program size (just as over-all program size) plays only a minimal role in determining how Food for Peace

Officers are distributed on the regional level.

If we turn from regional to country-by-country comparisons, the figures at least permit some inferences about possible criteria used by the regional bureaus in deciding how many Food for Peace Officers should be assigned to a particular country. The criteria which are most obviously reflected by the data are (1) over-all size of program; (2) size of Titles II and III programs; and (3) special country factors which affect the relative ease of program management. Thus, the larger the over-all country program, the more likely is it that the country in question will have more than one Food for Peace Officer; there are, however, enough exceptions to this statement to make over-all program size an inadequate guideline if taken by itself. Better results are obtained on the basis of Titles II and III program sizes: Chile, Egypt, and Taiwan are the only countries having combined Title II and III programs of more than \$6 million which do not also have at least two Food for Peace Officers, and in the case of Taiwan, the program is gradually being terminated. The third criterion, special country factors, may well be the most important; it includes such things as size of the country, the degree to which its geography hinders the movement of commodities and personnel, and the extent to which the United States is involved or interested in the particular country. Thus, for example, poor transportation and vast size help to account for the presence of 9 Food for Peace Officers in Brazil, despite a Title II and III program no larger than those in India and Korea, which

have only 2 and 3 Officers respectively. It is true that India also is a vast country, but the situation there differs in two ways from that in Brazil: first, food donations in India are virtually all administered by the voluntary agencies under Title III, whereas Brazil's sizeable Title II program requires more direct supervision; and second, India has a relatively well-developed transportation system, a resource which Brazil as yet lacks. Other countries in which geographical considerations might help to explain the presence of relatively more Food for Peace personnel than seems warranted by the comparative size of the program are Bolivia, which is landlocked, and Peru. Finally, the number of Officers in Vietnam and the Dominican Republic is obviously the result of the unusual degree of U.S. interest and political and military involvement in these two countries.

But the data in this Table gives rise to many more questions about the distribution of the 50 Food for Peace Officers than it answers. Besides questions about the basis for deciding how many Officers should be assigned to a particular country -- some of the factors which may be involved in this determination have been suggested above -- there remain questions about what criteria are used by the bureaus to decide whether a country should have a Food for Peace Officer in the first place. The great variation in program sizes among the countries having Officers seems to indicate that program size is not a primary basis upon which a country's personnel needs

are evaluated.<sup>17</sup> For example, in countries such as Laos, Guyana, Yemen, and Paraguay, there are full-time Food for Peace Officers handling very small Title II and III programs, while at the same time countries like Chile and Morocco, which have two of the largest programs, are apparently considered sufficiently staffed with only one Officer each. Even more puzzling are the cases of countries which do not have any Officers at all. Table IV lists some of these countries, all of which have Title II or III programs that are quite large enough by the standards already in use to justify providing full-time Food for Peace personnel. This is especially true for Afghanistan, Algeria, and Ceylon, which have combined Title II and III programs of \$21.9 million, \$14.6 million, and \$4.6 million respectively.

The data cannot by itself, therefore, explain what standards have been used in the past to assign Food for Peace Officers, or to establish new positions; nor can it provide clear-cut criteria for evaluating future needs. The bureaus, which have the ultimate responsibility for mission staffing, must consider each country's program requirements individually, and there are certainly many factors besides program size, or even type of program, which must be taken into account. Yet, even granting the need to give each case individual attention, there should be some specific criteria which can be used to make systematic and realistic evaluations of personnel requirements. Without such criteria,

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<sup>17</sup> In contrast to this conclusion, the A/MP Management Report strongly implies that the size of a country's program is the main, if not the only, consideration in deciding whether or not a Food for Peace Officer is needed in a particular country: "...the effectiveness of the Food for Peace Program has been... enhanced by the designation of individuals as FFP Officers on a collateral duty basis in missions where Program volume has not warranted full-time officers." Emphasis added. p. 99.

TABLE IV

SIZE OF FOOD FOR PEACE PROGRAM IN SELECTED COUNTRIES  
WITHOUT FOOD FOR PEACE OFFICERS, FY 1965

Region and Country	Total FFP Program	Titles II & III/1	Title I/2	Title II/1	Title III/1	Title IV/2
	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars	In 1000 Dollars
<b>AFRICA</b>						
Algeria	14,611	14,611	--	3,384	11,227	--
Congo	10,553	1,353	9,200	--	1,353	--
Guinea	10,338	38	10,300	27	11	--
-----						
<b>WESIA</b>						
Afghanistan	28,866	21,866	1,000	21,700	166	--
Iran	14,617	1,317	11,500	1,074	243	11,800
Ceylon	4,582	4,582	--	691	3,891	--
Israel	40,917	517	40,400	--	517	--
-----						
<b>LATIN AMERICA</b>						
Venezuela	4,378	4,378	--	--	4,378	--
El Salvador	2,293	2,293	--	199	2,094	--
Nicaragua	1,187	1,187	--	--	1,187	--
Costa Rica	1,580	1,580	--	1,127	453	--

<sup>1</sup> CCC cost, including ocean transportation costs borne by AID.

<sup>2</sup> Sales agreements signed (market value), including Proration of multi-year agreements.

Sources: See Table III.

which should be made explicit (as they certainly have not been in the past), the country program evaluations which have so often been recommended to the regional bureaus will be neither as comprehensive nor as useful for future planning as they could otherwise be.

#### IV. THE FOOD FOR PEACE OFFICERS: Job Characteristics

As the Management Survey implies in its discussion of mission Food for Peace Officers, there has been little attempt to state explicitly what qualifications and background these Officers should have. As a result of this vagueness, "there are no uniform criteria throughout the Agency for selecting FFP Officers and no consensus among personnel as to the best professional qualifications for such positions."<sup>18</sup> Such uniform criteria -- which are needed before there can be any inter-bureau consensus -- cannot be established arbitrarily. They must be based upon two things: a careful evaluation of the background and past performance records of Officers presently on duty, coupled with and interpreted in the light of a thorough knowledge of the job's requirements, problems, and institutional characteristics. What follows is an attempt to provide at least a rough outline of these prerequisites to intelligent personnel selection.

There are altogether 43 Food for Peace Officers currently on duty overseas, but information on one of them was not available, and a second was excluded because his FSS-9 clerical position is not typical. The discussion is based, therefore, on information about the professional and educational backgrounds, job performances, and current career status within AID, of 41 Food for Peace Officers now serving in the missions.

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<sup>18</sup>A/MP Management Report, p. 99.

Position Grades and Personal Grades

Although there are only 43 Officers, a total of 50 positions has been established. 49 of them are classified as Foreign Service Reserve (FSR) positions; the remaining one is the FSS clerical position mentioned above. These 49 FSR positions vary in title, with most of them being either "Food for Peace Officer" or "Assistant Food for Peace Officer." The 4 positions with other titles will also be included in these two categories, for 2 of them are Food for Peace Officer jobs, while the functions of the other 2 are essentially those of Assistant Officers. Thus, 28 of the established positions are full Food for Peace Officers; the other 21 are Assistant Food for Peace Officers. 2 of the former and 5 of the latter positions were vacant as of June 1966, leaving on-duty totals of 26 full Officers and 16 Assistants. Each of the 25 countries served by at least one Food for Peace Officer has a full Food for Peace Officer position; in countries with more than one Officer, there may be additional full Officers, Assistants, or in some cases, both. Appendix I lists all positions by country and region, position grade and title, and personal grade of incumbent.

Where position grades are concerned, however, the job title is less important than the complexity of the program which is to be administered. Full Food for Peace Officer position grades, therefore, range from FSR-7 in Guyana to FSR-2 in Brazil and India; while Assistant Officer positions have grades ranging from FSR-6 to FSR-3 (see Appendix I).

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Although the grade ranges for these two types of positions overlap, full Officer position grades tend to be higher than Assistant Officer grades. Thus the average of all full Officer position grades -- 3.7 -- falls between FSR-4 and FSR-3, while the average of all Assistant position grades -- 4.3 -- is between FSR-4 and FSR-5.<sup>19</sup> Of the 49 FSR positions established, 2 are graded as FSR-2; 13, as FSR-3; 23 as FSR-4; 8, as FSR-5; and 1 each as FSR-6 and FSR-7.<sup>20</sup>

Position grades, however, do not always correspond with the personal grades of the incumbents. In fact, only 17 of the 41 Food for Peace Officers - or 41.4% -- occupy positions having the same grade as their personal rank (Table V). Of the remaining 24, 11 -- or 26.8% -- hold positions which have grades lower than their personal grades, and 13 -- or 31.7% -- have positions which are higher in grade. Table V shows the percentage of Officers at each grade level who hold positions with lower, higher, and equal grades.

Flexibility in assigning personnel is, of course, a necessary and desirable characteristic of the Foreign Service, since matching personal and position grades is often highly impractical. Nevertheless, since the personal grade is meant to reflect an employee's capabilities and experience, it seems that the bureaus should make a greater effort to see that these capabilities are utilized as fully as possible -- especially

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<sup>19</sup> Unless specifically mentioned, the remainder of this discussion will not distinguish between the two position types but will combine them and treat all overseas positions as a single group. To do otherwise would merely complicate the analysis without producing significantly more useful results since it is not title but grade which is the most relevant criterion for discriminating among positions. See Appendix I for a detailed breakdown of positions by position title.

<sup>20</sup> No information was available for the 49th position; it will be excluded hereafter.

TABLE V

PERSONAL GRADES OF FOOD FOR PEACE OFFICERS COMPARED WITH GRADES OF POSITIONS OCCUPIED, AS OF JUNE, 1966

	TOTAL	FSR-2	FSR-3	FSR-4	FSR-5	FSR-6	FSR-7
Percentage of personnel occupying positions having lower grades than their personal grades	26.8% (11)*	100.0% (3)	46.1% (6)	13.3% (2)	0.0% (0)	0.0% (0)	0.0% (0)
Percentage of personnel occupying positions having grades equal to their personal grades	41.5% (17)	0.0% (0)	38.5% (5)	53.3% (8)	37.5% (3)	0.0% (0)	100.0% (1)
Percentage of personnel occupying positions having higher grades than their personal grades	31.7% (13)	0.0% (0)	15.4% (2)	33.3% (5)	62.5% (5)	100.0% (1)	0.0% (0)
TOTAL %	100.0%	100.0%	100.0%	99.9%	100.0%	100.0%	100.0%
TOTAL NO. PERSONNEL	(41)	(3)	(13)	(15)	(8)	(1)	(1)

\*Number of cases upon which percentages are based are given in parentheses below the percentage figures.

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since experienced personnel are in short supply. This point is even more important because, as the Table indicates, the under-utilized Officers tend very much to be the high-ranking FSR-2s and FSR-3s -- Officers whose greater knowledge and experience supposedly make them best equipped to handle the more complex and responsible jobs (i.e., jobs with the higher grade levels). In contrast, the lower the rank of the Officer, the more likely is it that he will hold a position with a grade higher than his own. Apart from circumstantial factors, such as the availability of Officers and positions with equivalent grades at the same time, it is not clear why this situation should exist. Contrary to what one might think, it is not because there are more higher-ranking Officers than there are positions of appropriate grade level for them to fill. As Table VI shows, there is only one FSR-2 Officer for which a corresponding FSR-2 position is not available, and there is an equal number of FSR-3 Officers and positions. Neither is it because there are too many lower-ranking Officers for the correspondingly graded positions that are available. As can be seen, these Officers are actually in short supply: there are only 25 FSR-4s or below, as against 26 such positions that are currently filled and a total of 33 that are available altogether. Within the limits of a three-grade range, it seems that only by chance or favorable circumstances will an Officer be assigned to a position with a grade level corresponding to his own.

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TABLE VI

COMPARISON OF NUMBER OF POSITIONS ESTABLISHED, NUMBER OF POSITIONS FILLED, AND NUMBER OF FOOD FOR PEACE OFFICERS, BY GRADE, AS OF JUNE, 1966

Grade	Number Positions Established, by Grade	Number Positions Filled, by Grade	Number Food for Peace Officers, by Grade
FSR-2	2	2	3
FSR-3	13	13	13
FSR-4	23	19	15
FSR-5	8	6	8
FSR-6	1	0	1
FSR-7	1	1	1
TOTAL	49	41	41

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The regions differ in average position grades and in the extent to which personal and position grades correspond. Table VII compares the average position grade with the average grade of on-duty Officers for each region. NESA has the highest average grade level for both positions and incumbents; the Far East, the lowest position grade average; and Africa, the lowest personal grade average. This Table also indicates that underutilization is most pronounced in NESA and the Far East, an implication borne out by the figures in Table VIII.

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TABLE VII

AVERAGE POSITION GRADE AND AVERAGE ON-DUTY OFFICER  
PERSONAL GRADE, BY REGION, AS OF JUNE, 1966

Region	Average Position Grade	Average On-Duty Officer Personal Grade
AFRICA	4.0	4.2
FAR EAST	4.2	3.6
NESA	3.4	3.3
LATIN AMERICA	3.9	4.0
-----		
OVER-ALL AVERAGE	3.9	3.8

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TABLE VIII

## FOOD FOR PEACE OFFICERS:

RELATIONSHIP OF PERSONAL TO POSITION GRADES, BY REGION, AS OF JUNE 1966

	<u>TOTAL</u>	<u>AFRICA</u>	<u>NESEA</u>	<u>FAR EAST</u>	<u>LATIN AMERICA</u>
Percentage of personnel occupying positions having lower grades than their personal grades	26.8% (11)*	25.0% (1)	50.0% (3)	33.3% (3)	18.2% (4)
Percentage of Personnel occupying positions having grades equal to their personal grades	41.5% (17)	25.0% (1)	0.0% (0)	66.7% (6)	45.5% (10)
Percentage of personnel occupying positions having higher grades than their personal grades	31.7% (13)	50.0% (2)	50.0% (3)	0.0% (0)	36.3% (8)
TOTAL Percentage	100.0%	100.0%	100.0%	100.0%	100.0%
TOTAL No. of Personnel	(41)	(4)	(6)	(9)	(22)

\*Number of cases upon which percentages are based are given in parentheses below the percentage figures.

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Mission Food for Peace Organization

Turning from the position and personal grade structure of the Food for Peace Officer job, we will next look briefly at the ways in which Food for Peace personnel are fitted into the organizational structures of the missions to which they are assigned. The variety of ways in which this is done reflects not only "uncertainty as to the relationship between FFP positions and other career categories in the Agency's personnel system,"<sup>21</sup> but even more importantly, it indicates that the missions and the bureaus do not have any clear or uniform conception of the Food for Peace Officer's functions, or of the nature of the Food for Peace Program itself. There is not even agreement among the bureaus as to the appropriate backstop category for Food for Peace personnel. In three of them -- Latin America, the Far East, and Africa -- the Food for Peace Officers carry the agriculture backstop code, while in NESAs, they are included in the program and economic officers category. Although a case can be made for the second choice, neither of them are particularly good classifications for the type of job which the Food for Peace Officer does. The agriculture classification is obviously unsuitable; as the Management Survey points out, the Food for Peace Officer "is only occasionally concerned with the growing of food,"<sup>22</sup> thus he has little connection with the technicalities handled by agricultural specialists. The program classification is somewhat more

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<sup>21</sup> A/MP Management Report, p. 103.

<sup>22</sup> A/MP Management Report, p. 103.

appropriate since the Food for Peace Officer does have important program planning functions. These functions, however, are only one part of his job; it would seem that supervising or managing projects, undertaking negotiations, and carrying out other administrative duties are at least as important individually, and collectively are more so. Thus it seems that exchanging the agriculture for the program category, as the Management Survey recommends, is only a partial solution to the problem of classifying a job which involves such a diversity of functions that it resists neat categorization.

Closely related to this is the problem of performance evaluation. The Management Survey's recommendation that this process be transferred from the Food and Agriculture Panel to the Program Officer Panel is, again, only a partial solution. In view of the rather general nature of this job, it would seem fairer and more logical to evaluate the Food for Peace Officers in competition with other general administrators and managers, and MR's counter-proposal for including them within the purview of the General Administrative Panel deserves serious consideration.

Where actual mission organization of Food for Peace is concerned, it is very difficult to generalize. Since AID programs, including Food for Peace Programs, vary widely in size and scope, mission organizational structures must also vary. They must be adapted to meet the needs of individual countries and programs, and no single organizational structure is equally suitable for all AID missions. Similarly, no

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single placement of the Food for Peace Officer within the mission structure can be considered the best arrangement for all circumstances and types of programs. Given the necessity for variation, however, it seems that the most advantageous arrangement is one which provides a separate branch or division to deal specifically with Food for Peace. This arrangement helps to ensure that Food for Peace program needs are not overlooked within the mission, and it also provides the mission with a focal point for program knowledge and management responsibility. Finally, it helps to minimize the all-too-frequent diversion of Food for Peace Officers into other areas, at the inevitable expense of the Food for Peace program. Seven country missions have this type of set-up; they are mainly the missions which administer the larger Food for Peace programs. In these cases, however, it is also important to consider the nature of the office within which the Food for Peace branch is included. Many of the advantages resulting from having a defined Food for Peace subdivision can be considerably offset if this subdivision is placed within an office which has little real functional relation to it, and consequently little interest in it. There are a number of offices which might provide a suitable location for a Food for Peace branch. Of the seven missions having such branches, 4 include them as part of human resources or community development divisions; and the other three incorporate them into the mission programming offices. While both arrangements are plausible, the former seems preferable since the Food for Peace Officer's activities encompass the broader range of

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functions usually found in that area, and since the Food for Peace Program is ideally a development-oriented program.

The more frequent, but much less desirable, arrangement is simply placing Food for Peace Officers in an office or division without providing any corresponding structural differentiation. The programming or development planning office of the mission is most usually selected for this purpose and there are 11 missions in which this is the case. In the remaining countries, the missions include Food for Peace Officers in a variety of offices. 3 place them in the agriculture office; 1, in the Office of Commodity Imports; and 1, in the Office of Rural Affairs, which in this case is essentially a community development office. While some such arrangement is undoubtedly necessary for those country missions in which a separate Food for Peace branch is not feasible, the relative merits of various possibilities, both those now in use and others not yet tried, have never been systematically evaluated. Including the Food for Peace Officer in the community development division would appear to be the most desirable procedure, with the program office next in suitability and the agriculture office least appropriate. But such an evaluation of possibilities would have to be made on the basis of detailed information about relative management efficiency and program effectiveness in the various missions. The regional bureaus should have this information most readily available; in addition, they are in the best position to make recommendations and suggestions to the missions.

It should be their responsibility, therefore, to carry out such an evaluation.

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## V. THE FOOD FOR PEACE OFFICERS: Background Characteristics.

The 41 Food for Peace Officers represent a wide variety of educational and professional backgrounds, but no systematic attempt has yet been made to see if there is any relationship between type of background and subsequent job performance. The Management Report rightly points out that "The wide range of activities of the Food for Peace Officer makes it difficult and perhaps undesirable to frame a single set of rigid professional qualifications for personnel selection." The need for flexibility is built into the nature of the job. Nevertheless, a knowledge of the qualities which practice has shown are most likely to be related to job success can still serve as a useful aid in guiding future personnel selection.

### Education and Occupation

The Food for Peace Officers are an exceptionally well-educated group. Thirty-seven of them are college or university graduates, and all of the remaining four Officers had at least a year of college education. In addition, many of them have advanced degrees: 17 hold a Masters or its equivalent, 3 are Ph.D.s, and 1 has a law degree.

Table IX shows the major fields in which the Officers received their academic training. The range of subjects is broad, but by far the largest group of Officers -- 14 out of 41 or 34.1% -- majored in agriculture, or in some closely related field such as agricultural education or agricultural economics. No other field is represented by such a large group; in fact, except for those in economics and business or public administration, the remaining Officers are divided singly or in twos

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TABLE IX

EDUCATIONAL BACKGROUND OF FOOD FOR PEACE OFFICERS

<u>Major Field of Study</u>	<u>Number of Officers</u>	<u>% of Total No.</u>
AGRICULTURAL FIELDS		
Agriculture	9	
Agricultural Education	3	
Agricultural Economics	2	
Total Agricultural	14	34.1%
-----		
HUMAN RELATIONS - ORIENTED FIELDS		
Theology	2	
Anthropology	1	
International Relations	1	
Educational Psychology	1	
Social Science	1	
Social Welfare	1	
Total Human Relations	7	17.1%
-----		
ADMINISTRATION AND BUSINESS-ORIENTED FIELDS		
Public or Business Administration	3	
Educational Administration	2	
Foreign Service	2	
Foreign Trade	1	
Law	1	
Total Administration	9	21.9%
-----		
ECONOMICS AND SCIENCE FIELDS		
Economics	4	
Biology	1	
Medicine	1	
Bacteriology	1	
Total Science	7	17.1%
-----		
LIBERAL ARTS FIELDS		
History	2	
Liberal Arts	1	
Latin American Studies	1	
Total Liberal Arts	4	9.8%
-----		
TOTAL - All Fields	41	100.0%

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among all the other fields of study represented. Even if these fields are grouped according to relative similarities in subject matter or purpose, agriculture remains the most widely studied field. Of the other classifications, 7 Officers received their education in fields that either have people and human relations as their object of study (eg., the social sciences), or else involve some sort of training that is especially likely to involve developing the skills of human relations themselves (eg., social work, the ministry). Nine Officers studied subjects dealing with administration or management, either public or private; 4 majored in one of the liberal arts, such as history; and 7 studied economics or one of the applied or natural sciences.

There is a similar diversity in the types of occupations held by the Food for Peace Officers prior to their AID service, as well as a similar predominance of jobs in agriculture or related fields. As Table X indicates, 16 Officers - 39.0% - were formerly employed as agriculturalists: 6 were in agricultural management, 4 in some form of extension work, 3 in agricultural education, 2 were primarily researchers, and 1 was a university-connected agricultural economist. The next largest category includes occupations which are oriented towards some form of social service, and which require skill in human relations. Nine Officers formerly held occupations in this category: 4 were employed by voluntary agencies as overseas representatives, 2 were ministers, and 3 were professionally employed in jobs relating to social welfare

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TABLE X

## OCCUPATIONAL BACKGROUND OF FOOD FOR PEACE OFFICERS

<u>Major Occupation</u>	<u>Number of Officers</u>	<u>% of Total No.</u>
AGRICULTURAL FIELDS		
Agricultural Management	6	
Agricultural Extension Work	4	
Agricultural Education	3	
Agricultural Research	2	
Agricultural Economics	1	
Total AGRICULTURAL	16	39.0%
-----		
HUMAN RELATIONS-ORIENTED FIELDS		
Overseas Volagencies	4	
Social Welfare, Community Development Ministry	3 2	
Total HUMAN RELATIONS	9	21.9%
-----		
BUSINESS		
Domestic	3	
Foreign	2	
Total BUSINESS	5	12.2%
-----		
CIVIL SERVICE	4	9.8%
-----		
EDUCATION		
Teaching	2	
Administration	1	
Total EDUCATION	3	7.3%
-----		
OTHER		
Military	2	
Social Scientist	1	
Law	1	
Total OTHER	4	9.8%
-----		
TOTAL - All Fields	41	100.0%
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or community development. Of the remaining Officers, 3 were formerly teachers or educational administrators, 4 were employed by Federal or State Government as administrators of varying levels, 5 were businessmen, and 4 held an assortment of other professional-type positions.

Factors Affecting Job Performance: Education and Occupation

Table XI and Table XII indicate that educational and occupational experience are related to the likelihood of successful job performance. Thirty-seven of the Food for Peace Officers have been evaluated at least once by their supervisors and by the Food and Agriculture Panel; on the basis of these evaluations, 10 officers are judged as outstanding in the performance of their jobs; 8, as superior but not first-rank; 15, as above average but with some limiting weakness; and 4, as average only.<sup>23</sup> In the Tables, these evaluations are indicated numerically, with 1 and 2 standing for the two higher evaluations, and 3 and 4 for the two lower. Altogether, 18 Officers -- 48.6% -- rank in the top two categories, and 19, or 51.4% rank in the lower two groups.

When the evaluated Officers are compared by field of education, it appears that those who studied subjects dealing with human relations have a higher proportion of more successful Officers than any other educational group. 83.3% of this group received ratings of superior or outstanding. In contrast, only 35.7% of those who have backgrounds in agricultural fields of study received these higher ratings. Just the opposite situation emerges when the two lower rating categories are considered: 64.3% of those in agriculture were rated in these lower groups, as opposed to 16.7% of those from human relations-oriented fields.

<sup>23</sup>See Appendix II for an explanation of the procedure used to determine what rating should be assigned to each Officer.

TABLE XI

JOB PERFORMANCE RATINGS OF FOOD FOR PEACE OFFICERS:  
BY EDUCATIONAL GROUP

Major Field of Study	Rating Categories 1-2		Rating Categories 3-4	
	No. of Officers	% of Officers	No. of Officers	% of Officers
AGRICULTURAL FIELDS (Total N-14) <sup>1/</sup> (Rated N-14)	5	35.7%	9	64.3%
-----				
HUMAN RELATIONS-ORIENTED FIELDS (Total N-7) (Rated N-6)	5	83.3%	1	16.7%
-----				
ADMINISTRATION AND BUSINESS-ORIENTED FIELDS (Total N-9) (Rated N-8)	4	50.0%	4	50.0%
-----				
ECONOMICS AND SCIENCE FIELDS (Total N-7) (Rated N-6)	3	50.0%	3	50.0%
-----				
LIBERAL ARTS FIELDS (Total N-4) (Rated N-3)	1	33.3%	2	66.7%
=====				
TOTAL, <u>All Fields</u> (Total N-41) (Rated N-37)	18	48.6%	19	51.4%

<sup>1</sup>N means Number of Food for Peace Officers. Each percentage figure in the Table represents the proportion of Officers from the particular educational field that has been rated in the category indicated at the top of the Table.

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TABLE XII

JOB PERFORMANCE RATINGS OF FOOD FOR PEACE OFFICERS:  
BY OCCUPATIONAL GROUP

Major Occupation	Rating Categories 1-2		Rating Categories 3-4	
	No. of Officers	% of Officers	No. of Officers	% of Officers
AGRICULTURAL FIELDS (Total N-16) (Rated N-16) $\frac{1}{16}$	7	43.8%	9	56.3%
HUMAN RELATIONS-ORIENTED FIELDS (Total N-9) (Rated N-7)	6	85.7%	1	14.3%
BUSINESS (Total N-5) (Rated N-4)	1	25.0%	3	75.0%
CIVIL SERVICE (Total N-4) (Rated N-4)	2	50.0%	2	50.0%
EDUCATION (Total N-3) (Rated N-2)	1	50.0%	1	50.0%
OTHER (Total N-4) (Rated N-4)	1	25.0%	3	75.0%
TOTAL, All Fields (Total N-41) (Rated N-37)	18	48.6%	19	51.4%

<sup>1</sup>N means Number of Food for Peace Officers. Each percentage figure in the Table represents the proportion of Officers from the particular occupational field that has been rated in the category indicated at the top of the Table.

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Comparing the Officers by occupational background, we find the same general pattern of representation. Those from human relations fields are represented in the top rating categories in proportionately much larger numbers than are those from any other type of occupation. The former agriculturalists did considerably less well, although they were somewhat more likely to be successful than those with business backgrounds. In the lower rating categories, human relations again has the smallest proportion of Officers (14.3%), while business and agriculture are represented by much larger proportions -- 75.0% and 56.3% respectively.

From this data, it is evident that the Food for Peace Officer job is not one which is best filled by those having backgrounds in agriculture. The result is the same whether education or occupation is the criterion used: an agricultural background produces a relatively small proportion of superior Officers and a relatively large proportion of Officers whose job performances are only average. The most significant conclusion to be drawn from this is that the bureaus have been using criteria for personnel selection that are not suitable for the actual requirements of the job. For, if one assumes that the bureaus do make an effort to select personnel whose qualifications fit the job, then the large number of Food for Peace Officers with agricultural backgrounds implies that in the opinion of the bureaus such a background best equips an employee to handle a Food for Peace position. But the Tables show that this is not the case. If anything, they show the opposite, for there are few backgrounds which seem less likely than agriculture to produce superior Food for Peace Officers. The striking

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contrast presented by the success of Officers with human relations-oriented backgrounds strongly implies that when the bureaus are selecting new Food for Peace Officers they should look, not for technical-agricultural expertise, but for skill and experience in dealing with people. Such things as the ability to organize, to work well with others, and to carry out negotiations successfully, appear to be much more important in successful Food for Peace job performance than specialized agricultural knowledge.

#### Regional Comparisons

As we have seen, the number of Food for Peace Officers in each region varies widely -- from 22 in Latin America to 4 in Africa. Consequently, regional comparisons of background characteristics and ratings are not likely to be very meaningful except as descriptions of the different regions. Table XIII lists the occupational and educational characteristics of Food for Peace Officers in each region. As we would expect, Officers with agricultural backgrounds tend to be the largest single group in all four regions, especially in Latin America (40.9%) and Africa (50.0%). Furthermore, the regions tend to have fairly similar proportions of Officers whose backgrounds -- either educational or occupational -- are human relations-oriented. In two regions, NESAs and the Far East, these Officers make up as large a proportion of the total as do those with agricultural backgrounds.

Some additional regional characteristics may be noted. Where educational background is concerned, NESAs has an unusually large proportion of Officers from the economics-and-science group, and an unusually small proportion of agriculturalists. Except for Africa,

TABLE XIII

## EDUCATIONAL AND OCCUPATIONAL BACKGROUND OF FOOD FOR PEACE OFFICERS, BY REGION

LATIN AMERICA

Education			Occupation		
Field	Number	Percent	Field	Number	Percent
Agricultural	9	40.9%	Agricultural	9	40.9%
Human Relations	4	18.2%	Human Relations	3	13.6%
Admin. & Business	5	22.7%	Business	4	18.2%
Econ. & Science	2	9.1%	Civil Service	1	4.5%
Liberal Arts	2	9.1%	Education	3	13.6%
			Other	2	9.1%
TOTAL	22	100.0%	TOTAL	22	99.9%

AFRICA

Agricultural	2	50.0%	Agricultural	2	50.0%
Human Relations	-	0.0%	Human Relations	1	25.0%
Admin. & Business	2	50.0%	Business	0	0.0%
Econ. & Science	0	0.0%	Civil Service	0	0.0%
Liberal Arts	0	0.0%	Education	0	0.0%
			Other	1	25.0%
TOTAL	4	100.0%	TOTAL	4	100.0%

NESA

Agricultural	1	16.7%	Agricultural	2	33.3%
Human Relations	1	16.7%	Human Relations	2	33.3%
Admin. & Business	1	16.7%	Business	1	16.7%
Econ. & Science	3	50.0%	Civil Service	1	16.7%
Liberal Arts	0	0.0%	Education	0	0.0%
			Other	0	0.0%
TOTAL	6	100.1%	TOTAL	6	100.0%

FAR EAST

Agricultural	2	22.2%	Agricultural	3	33.3%
Human Relations	2	22.2%	Human Relations	3	33.3%
Admin. & Business	1	11.1%	Business	0	0.0%
Econ. & Science	2	22.2%	Civil Service	2	22.2%
Liberal Arts	2	22.2%	Education	0	0.0%
			Other	1	11.1%
TOTAL	9	99.9%	TOTAL	9	99.9%

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which has only 4 Officers altogether, Latin America has the largest proportion of Officers who studied administration or business; the Far East, the smallest proportion. On the occupational side, all the former educators and all but one of the former businessmen are stationed in Latin America; in contrast, Latin America has the smallest proportion of Officers from human relations-oriented fields. Finally, former civil servants tend to be concentrated in the Far East Region.

As was noted above, few conclusions can be drawn from these regional distributions because of the unequal number of Officers in the different regions. Even more importantly, when a regional breakdown such as this is made only a few -- or no -- Officers fall into each educational or occupational category, thus making it impossible to determine whether or not the resulting distributions are due simply to chance instead of to more controllable factors. Nevertheless, in light of the discussion about factors associated with successful Food for Peace job performance, the description of each region at least provides a useful starting-point for assessing the different bureaus' qualification and selection practices, and for indicating where changes are most likely to be beneficial.

The same reservations about unequal numbers hold true for a regional breakdown of Officers by rating category (Table XIV). Still, it is interesting to note that the Far East, with 62.5% of its 8 Officers in the top two rating categories, has the largest proportion

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TABLE XIV

## RATINGS OF FOOD FOR PEACE OFFICERS, BY REGION

REGION	Rating Categories 1-2		Rating Categories 3-4		Total, All Categories	
	No. of Officers in Region	% of Officers in Region	No. of Officers in Region	% of Officers in Region	No. of Officers in Region	% of Officers in Region
LATIN AMERICA	10	50.0%	10	50.0%	20	100.0%
AFRICA	1	33.3%	2	66.7%	3	100.0%
NESA	2	33.3%	4	66.7%	6	100.0%
FAR EAST	5	62.5%	3	37.5%	8	100.0%
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TOTAL, <u>All Regions</u>	18	48.6%	19	51.4%	37	100.0%

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of superior-and-outstanding Officers. Latin America is next in the proportion of these more successful Officers, while both Africa and NESAs rank lowest, with only 33.3% of the Officers from each of these regions ranking in the top two rating categories.

Factors Affecting Job Performance: Circumstances of Selection

Thirty-one of the 41 Officers were not originally hired as Food for Peace Officers, but were transferred to Food for Peace from other positions in the Agency. In a pattern resembling that found with education and pre-AID employment, these Officers previously held a variety of AID positions, of which the largest number were in the field of agriculture. Of the 13 former agriculturalists, 6 were Agricultural Advisors or Specialists, 3 were Livestock Advisors, 2 were Agricultural Extension Advisors, 1 was an Agricultural Economist, and 1 was a Vocational Agriculture Education Advisor. Former Community Development Advisors make up the next largest category; there are 4 Food for Peace Officers who held this type of position. Three Officers were once Supply Advisors, while the remaining 11 each held a different position, ranging from Personnel Officer to Home Economics Advisor. Interestingly enough, only one Officer came to Food for Peace from the programming and development planning field.

The diverse job experiences of these transferees is in many cases the result of using Food for Peace positions as convenient alternatives to the separation of competent employees whose technical specialties are no longer needed, or who are due for rotation at a time when a position in their primary field is not available. Since

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most of the transferees were agricultural technicians, this practice reflects at best the bureaus' assumption that an agricultural background is a good qualification for a Food for Peace position. At worst, however, it means that Food for Peace program requirements have often been considered only secondarily to other personnel requirements. While many of these Officers have done competent and even superior jobs in Food for Peace, one wonders what justification -- in terms of experience and qualifications suited to program needs -- was made, for example, in assigning a Personnel Officer and an Elementary Education Advisor to Food for Peace positions. Several factors were probably at work in such cases: an employee with a placement problem, coupled with the absence both of agreed-upon criteria for Food for Peace personnel, and of any clear or accurate conception of job requirements; and in addition, a general lack of interest in the Program itself, resulting in low-priority treatment of the Program's personnel needs by the bureaus.

The 10 Officers hired especially for Food for Peace, however, should provide a clearer indication of how the bureaus understand the qualifications best suited to the position. The direct hiring of new personnel, as opposed to the transferring of employees from other fields, is presumably the situation in which the bureaus have the most freedom of action, and the greatest ability to make personnel decisions on the basis of program requirements instead of on the basis of other, essentially extraneous, considerations. Thus, in hiring the 10 new Officers, the bureaus tended to favor those with backgrounds in work requiring skill in human relations (4 officers),

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and to a lesser degree those who previously held some type of agricultural management position (3 Officers). It will be recalled that the former is closely related to job success, while the latter is not. Although in this more favorable situation the bureaus seem to have a greater tendency to choose Officers having the first kind of background, they are also still heavily disposed to select agricultural specialists as well.

But there is nevertheless a significant difference between these 10 Officers and the 31 intra-agency transferees. Table XV indicates that they are much more likely to be superior or outstanding in their job performance than are the transferees. 71.4% of those originally selected as Food for Peace Officers are in the top rating categories, as opposed to only 28.6% of those who were transferred from within the Agency. Thus, the Table indicates that the bureaus do in fact tend to select more effective personnel for Food for Peace when they are able to exercise greater freedom in making assignment decisions. More importantly, it implies that the bureaus recognize the desirability of the kind of skills associated with human relations-oriented occupations and fields of study. Not only did they select a greater proportion of new Officers from among those with this type of background, but in addition, the agriculturalists they selected all received superior ratings, thus making them not typical of most of the agricultural transferees. This latter occurrence is highly significant; for it indicates that the human relations skills needed by the Food for Peace Officer are essentially based on personal qualities

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TABLE XV

JOB PERFORMANCE RATINGS:  
SPECIFICALLY HIRED FOOD FOR PEACE OFFICERS COMPARED  
WITH OFFICERS TRANSFERRED TO FOOD FOR PEACE FROM WITHIN AID

	Rating Categories 1-2		Rating Categories 3-4	
	No. of Officers	% of Officers	No. of Officers	% of Officers
SPECIFICALLY HIRED OFFICERS (Total N-10) <sup>1/</sup> (Rated N-7) <u>1/</u>	5	71.4%	2	28.6%
-----				
TRANSFEREES (Total N-31) (Rated N-30)	13	43.3%	17	56.7%
-----				
TOTAL OFFICERS (Total N-41) (Rated N-37)	18	48.6%	19	51.4%

<sup>1</sup>N means Number of Food for Peace Officers. Each percentage figure in the Table represents the proportion of Officers from the particular group that has been rated in the category indicated at the top of the Table.

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and not on occupational or educational background. Thus, although individuals who possess these qualities and aptitudes are probably more likely to select occupations which permit them to use and develop their abilities, the possibility that those with other types of backgrounds will also have the same qualities is by no means precluded. That the bureaus seem to recognize this is encouraging, but there is still a need for emphasizing the importance of these personal qualities, and the desirability of experience in using them, by making them more explicit criteria in selecting Food for Peace personnel. It also suggests that the regional bureaus would do well to use as much care in making intra-agency transfers to Food for Peace as they seem to in making original selections.

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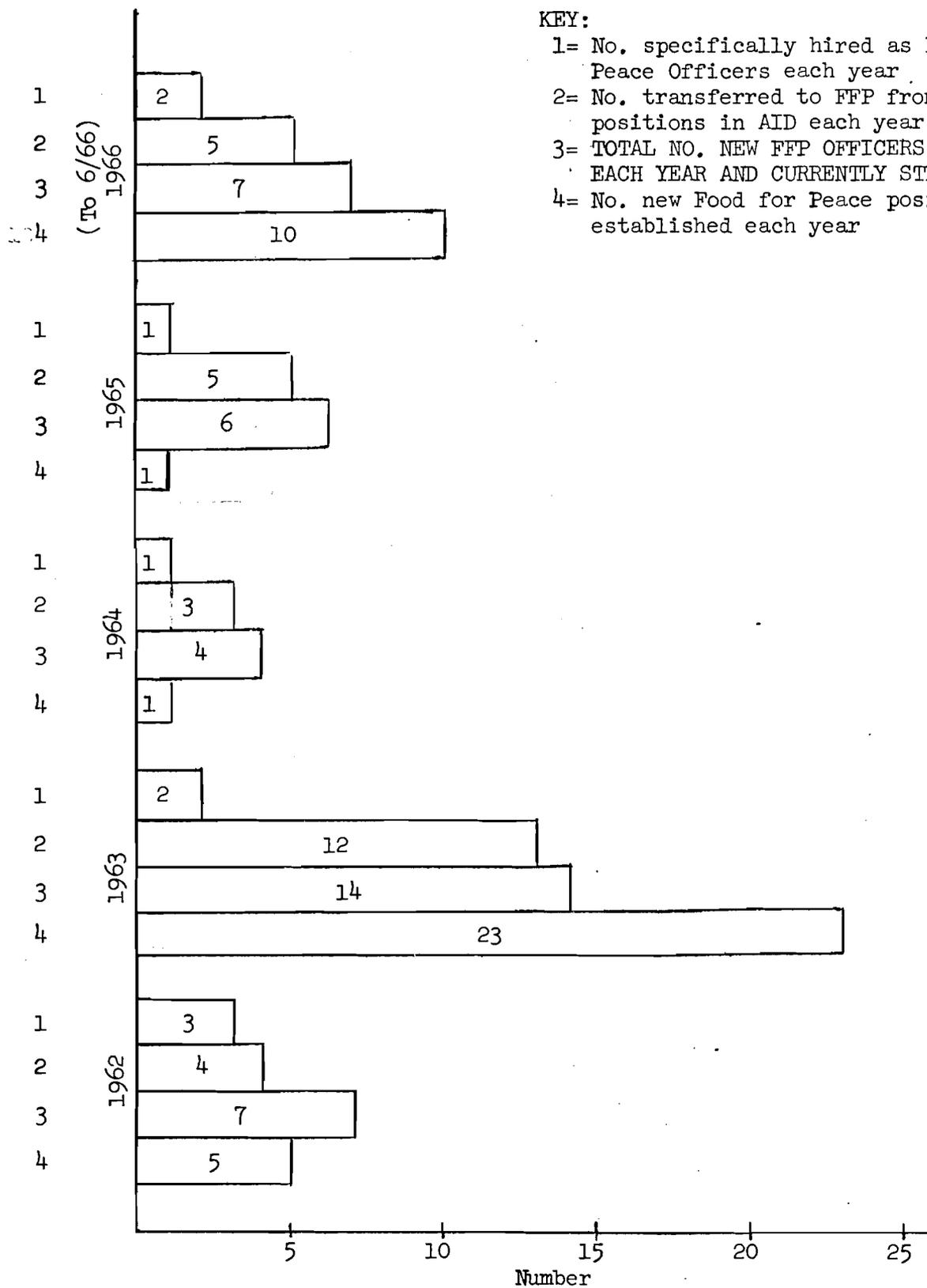
Length of Service

As we have seen, only 10 of the Food for Peace Officers now on duty were specifically hired as such. There is no particular time pattern to the hiring of these Officers; beginning in 1961, at least 1 Officer has been hired every year. The most ever hired in one year was 3, in 1962. Thus, of the total number of new Food for Peace Officers assigned each year, the specifically hired Officers have always been in the minority (Figure IV).

Figure IV also provides encouraging evidence that many Officers, regardless of the circumstances of their assignment to Food for Peace, now have a considerable amount of experience with the Program. In other words, a comparison of the number of positions established each year with the number of Officers assigned to them each year who are still on duty, indicates that most of the Officers, once assigned, remain on duty and do not leave the Program. 23 of them--58.5%--have been Food for Peace Officers for 3 or more years, or for at least half of the total time period. Comments by the Officers themselves indicate that most of them find their work satisfying, and that many of those who have held other positions in AID consider their position as Food for Peace Officer the most satisfactory assignment they have yet had. Thus, there are good indications that AID is successfully building up a valuable corps of Food for Peace Officers who find their jobs interesting and rewarding, and whose knowledge and experience should be of increasing benefit to the Program.

The 31 Officers who were transferred to Food for Peace from within the Agency held other AID positions for an average of 6.3 years before being made Food for Peace Officers. In addition, they average 2.4 years experience as Food for Peace Officers, giving them an overall average of 8.7 years of service with AID (Figure V). Interestingly enough, the 10 specifically hired

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KEY:

- 1= No. specifically hired as Food for Peace Officers each year
- 2= No. transferred to FFP from other positions in AID each year
- 3= TOTAL NO. NEW FFP OFFICERS APPOINTED EACH YEAR AND CURRENTLY STILL ON DUTY
- 4= No. new Food for Peace positions established each year

FIGURE IV

NUMBER OF FFP POSITIONS ESTABLISHED AND  
NUMBER OF FFP OFFICERS APPOINTED, BY YEAR

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KEY:

- 1=Average No. of Years Served in Other Positions in AID
- 2=Average No. of Years Served as Food for Peace Officer
- 3=Average No. of Years Served Altogether

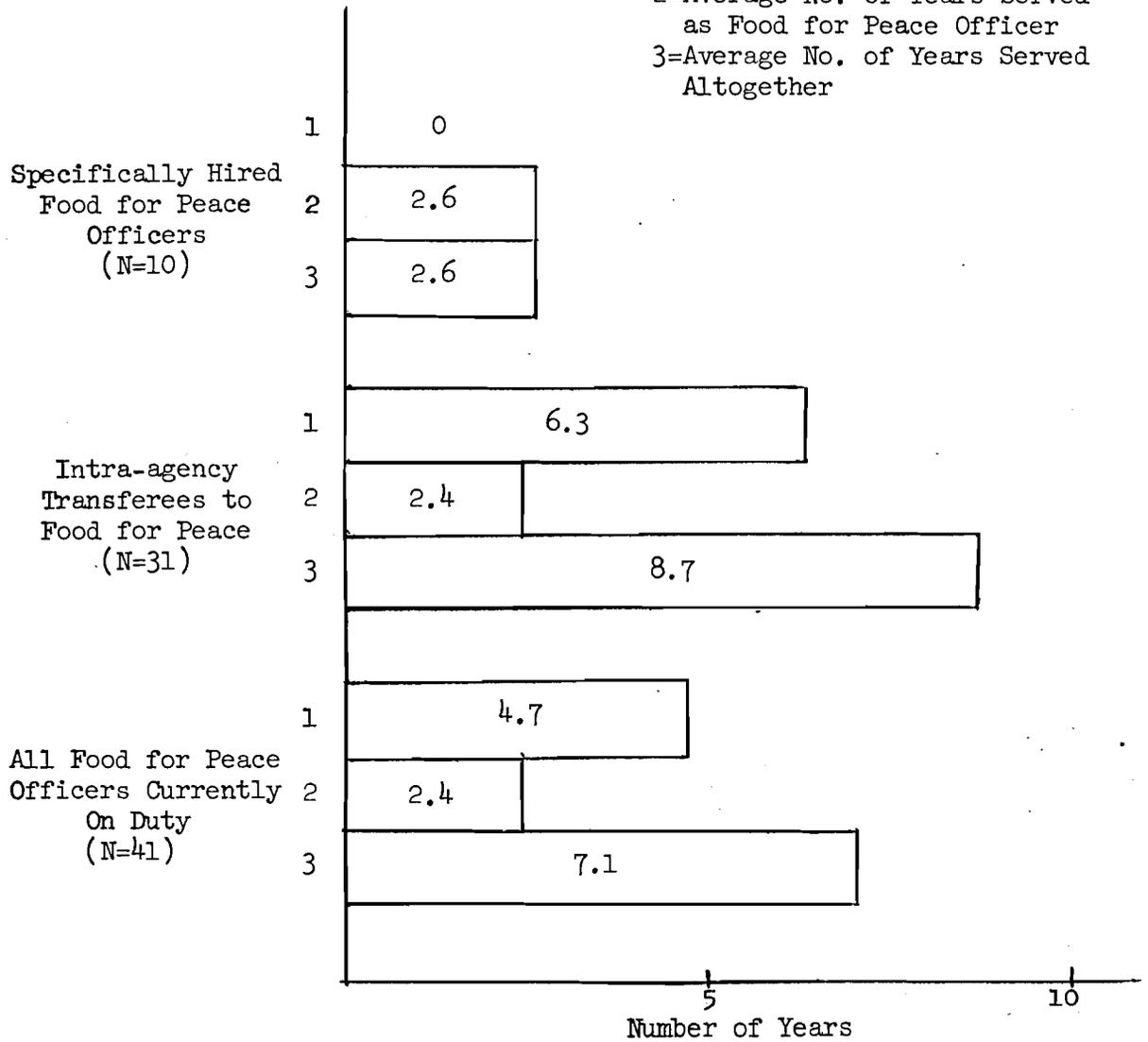


FIGURE V

AVERAGE NUMBER OF YEARS SERVED, BY CATEGORIES OF OFFICERS:  
AS FOOD FOR PEACE OFFICER, IN OTHER AID POSITIONS, AND ALL AID SERVICE

Officers, although averaging much less in total AID service, nevertheless have an average length of service as Food for Peace Officers of 2.6 years, a figure which slightly exceeds the 2.4 year average of the transferees. Altogether, the Food for Peace Officers have served in that position for an average of 2.4 years, and have an average total length of service amounting to 7.1 years.

These averages, of course, provide no picture of the actual spread of the individual Officers' length of service. They range from Officers whose total AID experience is less than a year, to one Officer with 17 years' experience, and one with 19 years. Appendix III presents this information in detail.

Nevertheless, the average lengths are sufficient to indicate that the Food for Peace Officers tend to be men who are in the middle or early middle years of their AID careers, and who have spent the greater part of their service in fields other than Food for Peace. Moreover, the future careers of these Officers will probably take most of those who move up the promotion ladder out of the Food for Peace field, if only because the top-level FSR-3 and FSR-2 positions in this area are limited in number. Thus, the Management Report's recommendation that suitable career patterns be developed for the Food for Peace Officer deserves serious consideration.<sup>24</sup> The bureaus should investigate alternative patterns to find out what field can best use the management and organizational skills developed by successful Food for Peace Officers. Both Officers and Agency would benefit if a good career pattern could be identified--the Agency would insure that valuable and needed skills were being employed as profitably as possible, while for

their part the Officers would gain assurance that they will not be at a disadvantage when they are at a stage to be considered for promotion to the FSR-3 level. Both general administration and programming are among the fields that are most likely to be suitable, but a careful evaluation should take other possibilities into account as well.

#### Length of Overseas Service

Another factor in the careers of Food for Peace Officers is the length of time they spend in the missions without being rotated to Washington for a tour of duty. As Table XVI shows, the average length of continuous overseas service for the Food for Peace Officers is 5.2 years. 17 Officers, half the total, have been overseas continuously for even longer periods of time--most of them for 7 or 8 years, although there are 2 who have been in the missions for 12 years and 13 years respectively. In addition, those who have been overseas for less than the average length of time are almost all relatively new Officers who have not had Washington duty, or whose Washington service came before they had had any overseas experience. In other words, they are not Officers with long experience who first spent time in the field, were then brought back to Washington for duty, and have been subsequently reassigned to the missions. Thus, if the present pattern continues, they too can expect to remain in the missions for many more years without a break.

Although the Foreign Service Reserve is primarily intended for overseas service, there are many advantages to be gained--for the Officers themselves as well as for the Program--by making a tour of duty in Washington a regular part of the mission Officer's rotation pattern

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TABLE XVI

FOOD FOR PEACE OFFICERS:  
YEARS OF CONTINUOUS OVERSEAS SERVICE, AS OF JUNE, 1966

Years of Continuous Overseas Service	Number of Food for Peace Officers
0	4
1	4
2	0
3	6
4	6
5	4
6	0
7	5
8	7
9	1
10	0
11	2
12	1
13	1
	<hr/>
	41

-----  
 AVERAGE LENGTH OF CONTINUOUS  
 OVERSEAS SERVICE . . . . . 5.2 Years  
 -----

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The Management Report summarizes these mutual advantages as follows:<sup>25</sup>

Because few AID/W Food for Peace Personnel have had field experience in the Program, rotational assignments of mission FFP Officers would contribute to Program effectiveness by bringing mission experience to AID/W activities and by educating rotatees in Washington procedures and requirements for subsequent field assignments.

As of June, 1966, however, very few of the mission Officers had had any experience at all in AID/W. Only 7 of the 41 Officers have ever been assigned to Washington for more than a 6-month period of duty; the rest have spent their entire AID career overseas. Furthermore, as Table XVII indicates, only 4 of these 7 Officers were connected with Food for Peace during their Washington service; and for all 4 of them, this service came prior to any assignments to overseas. While this practice may be an excellent way to orient new Officers, it does not give Washington the benefit of the knowledge and experience gained by Officers who first spend enough time in the missions to become thoroughly familiar with the problems encountered in field situations. Such experienced Officers, if brought to AID/W, could be of great value in helping to design realistic and workable procedures and requirements for mission Food for Peace Management. Especially at the present time, when the entire Program is undergoing a fundamental policy reorientation, their viewpoint and suggestions are badly needed, and every effort should be made to bring such Officers to FFP/MR and to the regional bureaus.

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<sup>25</sup>

A/MP Management Report, p.103. The references to AID/W apply to regional bureaus as well as to FFP/MR.

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TABLE XVII

SEVEN OFFICERS WITH AID/W SERVICE

Date Hired	Date First Overseas FFP Assignment	Date AID/W Service	AID/W Service with Food for Peace
1951	1966	1951-1966	yes, 1957-1966
1949	1965	1963-1965	no
1962	1963	8/62-2/63	yes
1964	1965	1964-1965	yes
1947	1963	1958-1961	no
1956	1963	10/62-6/63	no
1962	1963	1962-1963	yes

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Position Titles by Country and Region	Position Grade	Personal Grade of Incumbent
<u>AFRICA:</u>		
<u>Morocco</u>		
Food for Peace Officer	FSR-4	FSRL-4
<u>Tunisia</u>		
Food for Peace Officer	FSR-4	FSR -3
Assistant FFP Officer	FSR-5	FSRL-6
<u>East African Regional</u>		
Food for Peace Officer	FSR-3	FSR -4
-----		
<u>FAR EAST:</u>		
<u>Korea</u>		
Food for Peace Officer	FSR-3	FSR -2
Assistant FFP Officer	FSR-4	FSRL-4
Assistant FFP Officer	FSR-4	Vacant
<u>Laos</u>		
Food for Peace Officer	FSR-4	FSR -4
<u>Philippines</u>		
Food for Peace Officer	FSR-3	FSR -3
Assistant FFP Officer	FSR-6	Vacant
<u>Taiwan</u>		
Termination Officer (FFP)	FSR-4	FSRL-3
<u>South Vietnam</u>		
Food for Peace Officer	FSR-3	FSR -3
Assistant FFP Officer	FSR-5	FSRL-4
Assistant FFP Officer	FSR-5	FSRL-5
Assistant FFP Officer	FSR-5	FSRL-5
Assistant FFP Officer	FSR-5	Vacant
<u>Indonesia</u>		
Food for Peace Officer	N.A.	Vacant
-----		

Position Titles by Country and Region	Position Grade	Personal Grade of Incumbent
<u>NESA:</u>		
<u>Egypt</u>		
Food for Peace Officer	FSR-4	FSRL-3
<u>India</u>		
Food for Peace Officer	FSR-2	FSR -3
Assistant Program Off. (Operations)	FSR-4	Vacant
<u>Pakistan</u>		
Food for Peace Officer	FSR-4	FSRL-5
Food for Peace Officer	FSR-3	FSR -2
<u>Turkey</u>		
Food for Peace Officer	FSR-3	FSRL-2
-----		
<u>LATIN AMERICA:</u>		
<u>Brazil</u>		
Food for Peace Officer	FSR-2	FSR -3
Food for Peace Officer	FSR-3	FSR -4
Assistant FFP Officer	FSR-3	FSRL-3
Assistant FFP Officer	FSR-3	FSRL-3
Assistant FFP Officer	FSR-4	FSRL-3
Assistant FFP Officer	FSR-4	FSR -3
Assistant FFP Officer	FSR-4	FSRL-3
Assistant FFP Officer	FSR-4	FSRL-5
Assistant FFP Officer	FSR-4	FSRL-4
<u>Guyana</u>		
Food for Peace Officer	FSR-7	FSR-7
<u>Chile</u>		
Food for Peace Officer	FSR-4	Vacant
<u>Colombia</u>		
Food for Peace Officer	FSR-3	FSRL-4
Assistant FFP Officer	FSR-5	FSR-5

Position Titles by Country and Region	Position Grade	Personal Grade of Incumbent
<u>Dominican Republic</u>		
Food for Peace Officer	FSR-3	FSRL-4
Deputy FFP Officer	FSR-4	FSRL-4
Assistant FFP Officer	FSR-5	Vacant
Program Documents Clerk (FFP)	FSS-9	FSSL-10
<u>Ecuador</u>		
Food for Peace Officer	FSR-3	FSRL-3
<u>Guatemala</u>		
Food for Peace Advisor	FSR-5	FSR-4
<u>Jamaica</u>		
Food for Peace Officer	FSR-4	FSRL-4
<u>Paraguay</u>		
Food for Peace Officer	FSR-4	FSR-4
<u>Peru</u>		
Food for Peace Officer	FSR-3	FSR-4
Assistant FFP Officer	FSR-4	FSR-5
Home Economics Advisor (FFP)	FSR-4	FSR-4
<u>Bolivia</u>		
Food for Peace Officer	FSR-4	FSRL-5
Food for Peace Officer	FSR-4	N.A.
-----		

Established Positions		Filled Positions		Vacant Positions	
No.	Grade	No.	Grade	No.	Grade
2	FSR-2	2	FSR-2	0	FSR-2
13	FSR-3	13	FSR-3	0	FSR-3
23	FSR-4	20	FSR-4	3	FSR-4
8	FSR-5	6	FSR-5	2	FSR-5
1	FSR-6	0	FSR-6	1	FSR-6
1	FSR-7	1	FSR-7	0	FSR-7
1	FSS-9	1	FSS-9	0	FSS-9
1	N.A.	0	N.A.	1	N.A.
<u>50</u>		<u>43</u>		<u>7</u>	

APPENDIX IIEvaluation of Food for Peace Officers

Each Food for Peace Officer for whom ratings were available was classified as outstanding (1), superior (2), above average but with some limiting weakness (3), or average (4). For use in the Tables, the two higher categories and the two lower ones were combined.

Which category an Officer was placed in depended on a careful evaluation of the Performance Evaluation Reports submitted by his supervisor, together with the Evaluation Panel's comments on its review. Some attention was also given to the Development Appraisal Reports. In the case of Officers transferred from other positions within the Agency, special attention and added weight was given to the reports and reviews which dealt with his performance as a Food for Peace Officer; however, the evaluations made prior to the time he became a Food for Peace Officer were also considered.

In short, an attempt was made to consider all the job performance information available before placing an Officer in a rating category, and to assess the Officer's performance as a whole. A single adverse comment, in other words, was not considered sufficient to place the Officer in a lower category. More weight, however, was given to adverse remarks that recurred in the Officer's reports, especially when reports submitted by more than one supervisor were available. An Officer's rating category ultimately depended, of course, on an evaluation of his performance relative to the performances of all the other Food for Peace

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Officers. The rating must be seen in these terms, as relative and not absolute. In addition, although every effort was made to be consistent and fair in assigning ratings, it must be remembered that an element of subjectivity was necessarily present.

The Performance Evaluation and Development Appraisal Reports vary tremendously in the care and thoroughness with which they are written. Some contain only general remarks about the Officer's job performance and abilities; others provide a detailed narrative which effectively substantiates the evaluation check-list. Since there seems to be a quite common tendency to over-rate performance, or at least to avoid blunt criticism, it is often very difficult to tell from the check-list along -- or from the brief remarks made by the reviewing panel -- just what the rating officer's true opinion is. The detailed narrative is essential if one wants to distinguish accurately between a genuinely outstanding performance and one which is merely competent. Both the actual content of the narrative and the tone taken by the rating officer in writing it are useful here, since damning with faint praise is the most usual methods employed by an unenthusiastic rating officer.

The major strengths and weaknesses mentioned in the narratives are useful not only in evaluating the rated officer's performance but also in getting a picture of the abilities and qualifications which those directly on the scene view as important for the Food for Peace Officer job. Lack of initiative, forcefulness, leadership, and administrative ability

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are the most frequently expressed criticisms. They reflect the rating officers' recognition that the Food for Peace Officer needs skill in dealing with other people if he is to be effective. In contrast, the most frequently mentioned strength is technical ability, but in the context of the total report it becomes obvious that technical ability is usually cited as the last resort of a rating officer who wants to say at least one positive thing in his otherwise negative or at best non-committal evaluation. Next in frequency come those strengths that are the opposites of the weaknesses most often mentioned: administrative ability, initiative and negotiating ability, and general skill in human relations.

## APPENDIX III

	Length of FFP Service		Total Length of Service	
	<u>No.</u>	<u>Years</u>	<u>No.</u>	<u>Years</u>
A. Officers specifically hired as FFP Officers . . . . .	2	0	SAME	
	1	1	"	
	1	2	"	
	2	3	"	
	3	4	"	
	1	5	"	
	<u>10</u>	<u>10</u>		
TOTAL Officers . . . . .	10			
AVERAGE Length of Service . . . . .		2.6 Years		
-----				
B. Officers transferred from other positions within AID . . . . .	5	0	0	0
	5	1	1	1
	3	2	1	2
	12	3	0	3
	4	4	4	4
	2	5	2	5
	-	-	0	6
	-	-	3	7
	-	-	7	8
	-	-	2	9
	-	-	1	10
	-	-	4	11
	-	-	1	12
	-	-	2	13
	-	-	0	14
	-	-	1	15
	-	-	0	16
	-	-	1	17
	-	-	0	18
	<u>31</u>	<u>31</u>	<u>31</u>	<u>19</u>
TOTAL Officers . . . . .	31		31	
AVERAGE Length of Service:				
With AID . . . . .		8.7 Years		
As FFPO . . . . .		2.4 Years		
-----				

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	Length of FFP Service		Total Length of Service	
	<u>No.</u>	<u>Years</u>	<u>No.</u>	<u>Years</u>
C. All Food for Peace Officers . . .	7	0	2	0
	6	1	2	1
	4	2	2	2
	14	3	2	3
	7	4	7	4
	3	5	3	5
	-	-	0	6
	-	-	3	7
	-	-	7	8
	-	-	2	9
	-	-	1	10
	-	-	4	11
	-	-	1	12
	-	-	2	13
	-	-	0	14
	-	-	1	15
	-	-	0	16
	-	-	1	17
	-	-	0	18
	-	-	1	19
	<u>41</u>		<u>41</u>	
TOTAL Officers . . . . .	41		41	
AVERAGE Length of Service:				
With AID . . . . .		7.5 Years		
As FFPO . . . . .		2.4 Years		

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