

**TRAINING
FOR
AID**

A TEN POINT TRAINING PROGRAM

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REPORT OF THE TASK FORCE ON TRAINING AND ORIENTATION FOR A.I.D.

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ACKNOWLEDGMENTS

As the work of President Kennedy's Task Force on Foreign Economic Assistance neared completion, it became apparent that special attention should be directed to the problems of training a fully qualified staff to carry out the new foreign aid program. A special Task Force on Training and Orientation for AID was asked to consider this subject and to submit recommendations for action. This group met periodically over several months to discuss the problem of training and to develop recommendations. It also consulted with nearly a hundred experienced people and received letters from almost a hundred more. The Task Force is grateful for their help.

The views expressed in the report represent the general consensus of the individual members of the Task Force. They are not necessarily those of the institutions with which the members are associated.

"The program requires a highly professional skilled service, attracting substantial numbers of high caliber men and women capable of sensitive dealing with other governments, and with a deep understanding of the process of economic development."

President Kennedy's Special Message
on Foreign Aid forwarded to the Congress
on March 22, 1961

REPORT OF THE TASK FORCE ON TRAINING AND ORIENTATION

The Task Force on Training and Orientation bases the recommendations that follow on a firm conviction that past deficiencies in our foreign aid program have been due in no small part to inadequate provisions for employee training to meet the unique requirements of the program. The special knowledge and skills that the President and the Congress have called for do not come ready-made; nor are they commonly produced by American education, professional training, or work experience. A vital, well-conceived program of training is, therefore, a prerequisite for developing personnel who are capable of designing and carrying out effective development projects and who are skilled in working across cultures.

Admittedly, an improved training program alone cannot do the whole job. Training is only one part of an urgently needed broader personnel policy that calls as well for better methods of recruitment, selection, and assignment and for better planning for the career development of those who devote their talents to this special type of foreign service. Recognizing this, however, the Task Force recommends that AID consider the role that training can play in increasing the effectiveness of its personnel and that it take steps to launch the training program required by the special problems it faces and by the evolving needs of its personnel for the years ahead. In recently enacted legislation the Congress has taken cognizance of the long-term nature of the development process. AID personnel must be equal to the task before them.

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MAJOR RECOMMENDATIONS

1. Basic Policies: A Major Commitment to Training and a General Approach to Training

AID should establish a basic policy that all its personnel—both direct-hire and contract—will undertake their assignments only after they are judged proficient in the unique skills required for effective operation in the foreign aid field. As these special skills do not often come ready-made, AID should make a major commitment to training activities. To achieve maximum results at minimum cost, the training program should be based on a thorough analysis of the general and specific knowledge and skills required for positions in Washington and abroad.

2. Special Programs for Senior Personnel

AID should initiate immediately an intensive nine-months' training program for fifty to sixty individuals a year who have been designated for future assignments as mission directors, deputy directors, or as other senior field and headquarters officers.

3. Basic Training for AID Personnel

All new Washington personnel and all personnel going overseas for the first time should participate in a revised and expanded "Basic Training Program for AID Personnel." Continuing personnel would participate in this program to the extent required to meet the standards of their next assignments. Both contract personnel and direct-hires should participate.

4. Establishment of a Development Training Center

AID should arrange for the establishment of a Center for Development Training to provide a focal point for formulating training plans and conducting major training programs.

5. Research for the Improvement of Training

AID should give high priority to research on the content, methods, and results of training. Training activities must be re-appraised and revised continually in the light of research findings on the development process, on the methods of aiding development, on the role of Americans in assisting development abroad, and on the improvement of personnel performance.

6. Language Training

Where language skills are essential to the performance of individual tasks, AID should find recruits with these skills or take the time to train its personnel in them. All AID personnel, however, should have enough language training to enable them to use in social conversation and the tasks of daily living a language generally understood in the areas to which they are assigned.

7. Training for Area Specialization

AID should develop a training program to equip selected personnel with specialized foreign area skills, including a knowledge of the general culture, of particular development problems, of the language, and of other salient aspects of the area of assignment.

8. Specialized and Refresher Training

AID should provide specialized and refresher training for its personnel designed (a) to equip adequate numbers of employees with skills difficult or impossible to find in the United States, (b) to raise continually the level of skills available to AID, and (c) to maintain the professional competence of its personnel by keeping them abreast of developments in their professions.

9. Bilateral Nature of Training

AID should obtain the help of selected host country personnel and of other competent foreign analysts and students in designing, developing, conducting, and evaluating training programs.

10. Staffing for Training

AID should be prepared to assume the additional staffing obligations implicit in the broad training recommendations outlined above.

Recommendation 1

BASIC POLICIES: A MAJOR COMMITMENT TO TRAINING AND A GENERAL APPROACH TO TRAINING

AID should establish a basic policy that all its personnel—both direct-hire and contract-will undertake their assignments only after they are judged proficient in the unique skills required for effective operation in the foreign aid field. As these special skills do not often come ready-made, AID should make a major commitment to training activities. To achieve maximum results at minimum cost, the training program should be based on a thorough analysis of the general and specific knowledge and skills required for positions in Washington and abroad.

BASIC POLICIES: A MAJOR COMMITMENT TO TRAINING AND A GENERAL APPROACH TO TRAINING

Discussion

AID must recognize at the outset that the performance of predecessor-agency personnel in many cases has been only passable and too frequently has been poor. Capable and professionally trained individuals, skilled in meeting challenges in the United States, have been thrust into exasperatingly unfamiliar situations in vastly different cultures, unequipped to do the essential tasks. The Task Force is convinced that well-designed training can do much to improve this situation substantially.

It can reasonably be expected that persons recruited for work in AID will be technically competent to function in our own society, but it cannot be assumed that they will be capable of contributing to the development process in a cross-cultural setting. Virtually everyone coming new into the AID program, and many already in it, will need extensive training. The special knowledge needed to work in this field is not available through ordinary academic or professional training in the United States.

As an indication of how seriously this aspect of personnel policy has been neglected by our foreign development agencies in the past, the average employee in ICA has received less than three weeks of basic training; high-ranking employees, such as mission directors, get even less. This is in contrast to the thirteen weeks of training an army draftee received, even at the height of World War II. The U.S. Foreign Service has a much higher proportion of its personnel in training at any given time than did ICA. Moreover,

the State Department has a career program through which outstanding young college graduates are recruited and trained to become the senior foreign service officers of the future. It was not possible to provide a comparable arrangement for the foreign aid program when it existed on a year-to-year basis. Furthermore, ICA's contract employees and the families of all personnel—direct-hire as well as contract employees—have received almost no orientation before going overseas.

The needed attention and resources will not be devoted to training without a basic policy decision to make a major commitment of this sort. To make this decision is the first thing AID should do.

The next step should be to implement this policy. For this the Task Force recommends that AID analyze much more thoroughly than has been done in the past the jobs of all its personnel. It should determine at an early date what common skills, knowledge, and understanding are essential to the successful performance of AID tasks in general. At the same time, it should begin to analyze the further specific requirements of individual positions.

The principal tasks that individual employees are expected to perform should be specified, as well as the roles they must fulfill, their relations with others (both in AID and in the host country), and the situational factors that will have substantial impact on their performance.

On the basis of this close examination, a core of training programs should be designed. These should then be supplemented with more specialized courses so that the skills, talents, and capabilities required for each of the jobs assigned to AID personnel can be provided or sharpened as necessary.

As for the content of the training program, while much more needs to be known about the nature of effective performance, experience offers some basic guidelines.

In the many recent studies, reports, and letters to the Task Force making recommendations for AID training, there are a number of recurrent themes:

1. Personnel should be provided with a better understanding of the history, culture, strengths, and values of the United States and consequently of U.S. objectives and activities in pursuit of these objectives.

2. They should have more insight into the cultures and social systems of other nations, particularly the behavior of individuals in other cultures, the nature of government, and the sources of power in those cultures.

3. They should have a wider understanding of the processes of economic and social change, the means for inducing change, and the problems arising from rapid change..

4. Training should sharpen the individual's technical or professional skill, increase the adaptability of his techniques, and improve his analytical capabilities in relation to the culture in which he is working, its institutions, and its processes of communication.

5. A technical consultant should be skilled in the teaching and training of mature individuals, in the art of persuasion and negotiation, and in the nuances of discreet and effective handling of one's self.

6. He should be acquainted with the vicissitudes of living abroad, as well as have the skills needed to take care of himself and his family and to represent the United States well in his assigned role.

Obviously, selection should play an important role in providing personnel who have, in one degree or another, the attributes mentioned above. Indeed, selection should play the principal role in screening out applicants whose attitudes or personalities would preclude their absorbing the knowledge, understanding, and tools that should be acquired through training.

The process of analyzing the requirements of AID, essential to the proper shaping of a training program, should provide important keys not only to the planning of relevant training activities, but also to the development of individual careers. After an examination is made of the education and training of those who expect to undertake AID jobs, the agency should design training programs with specific career goals in mind. Pertinent training would then be made available to career employees at intervals and in amounts appropriate to the capacity and progress of the individual.

As AID personnel participate in carefully designed training programs, it should be possible to evaluate the effectiveness of training in preparing them for the jobs they are expected to undertake. Employees should not embark on new assignments until testing

shows that the requisite knowledge and skills have been absorbed. As they acquire more and more skill, understanding, and knowledge, the flexibility and general usefulness of these personnel will be greatly increased.

The Task Force would like to emphasize that AID has as great a stake in the successful performance of contract personnel as of direct-hires, a fact often overlooked in the past. Job requirements and job standards should apply across the board.

AID should train, or arrange to train, contract and direct-hire personnel so that all are equal to their tasks. Concurrently the agency should investigate the roles of wives and other family members who will accompany AID personnel in order to devise appropriate training activities for them. It should be recognized that AID's success depends upon the skillful performance of all its people in all of their roles.

Finally, the analysis of job requirements should be a continuing responsibility. Only with experience and research will AID be able to analyze accurately individual jobs so that personnel can be selected efficiently and pertinent training activities designed.

Recommendation 2

SPECIAL PROGRAMS FOR SENIOR PERSONNEL

AID should initiate immediately an intensive nine-months' training program for fifty to sixty individuals a year who have been designated for future assignments as mission directors, deputy directors, or as other senior field and headquarters officers.

SPECIAL PROGRAMS FOR SENIOR PERSONNEL

Discussion

Of primary urgency is some provision for special training for top agency personnel. These officers play a crucial role in the AID program. They must exemplify in their actions the philosophy and basic objectives of AID. Mission directors and their deputies in particular have the responsibility of planning and carrying out U. S. activities in support of the host country development effort. The top officials of a mission set the tone of the program by the way in which they deal with host country nationals on the one hand, and with their own subordinates on the other.

Unless its senior officers have a deep understanding of the development process, of the ways in which underdeveloped societies can be transformed into modern societies, of the manner in which United States interests are involved in this transformation, and of how this country can legitimately and effectively participate, their subordinate staff, no matter how able, will operate significantly below their capabilities. Too often those appointed to the highest posts have little understanding of the culture of the countries to which they are assigned. Formal training for senior staff can be a powerful catalyst in developing the understanding and skills needed in a program.

Shortage of qualified top personnel

Providing directors and deputy directors for overseas missions who are adequately trained and experienced has been a persistent and unresolved problem over the years in the foreign aid program. Indeed, in the next months it is expected that there will be from thirty-five to forty openings at this level. To ease this chronic shortage, special efforts will be needed to enlarge the pool of those available for assignment to such positions. In addition to recruiting, screening, and

selecting especially qualified personnel from outside AID, there should be special arrangements for identifying, and accelerating the advancement of, highly qualified personnel now in AID who would enter into the broad-gauged training program suggested below.

Leadership training

The Task Force recommends that a special nine-months' program for leadership training and development be established, emphasizing in its broadest context the political, economic, social, and strategic content of the AID program. This might be similar in many ways to the National War College program.

In addition to present and prospective mission directors and deputies, senior personnel from the regional and other offices in the headquarters staff of AID should be included in the training program. This not only would promote better communication and understanding between the home and the field staffs, but would develop the concept of rotation and interchange of staff at this level. The Task Force estimates that, if the agency is to meet its need for top personnel, fifty to sixty individuals will require this training each year over the next five years.

Above all, top officials should learn as much as possible about the ways in which development activities can strengthen, and build toward the establishment of, free and responsible societies. They should study the principal examples of developing societies in the underdeveloped world. They should receive a broad view of the history of development, not only in Western Europe and Scandinavia, but more recently in Japan and Turkey, as well as China and the USSR. The program should include analysis of the crucial elements responsible for the development process in such societies. It should convey a better understanding of the role—and the limitations of the role—that U.S. leadership can play, as well as of the nature and limitations of effective national, political, and administrative leadership of the underdeveloped countries. A variety of case studies should be designed to permit intensive consideration of IBRD, UN, and other activities designed to assist in the development process.

The curriculum of this senior program should be designed by a panel of highly qualified mission directors, both present and former, and by university faculty members and businessmen who have served in similar positions of responsibility abroad. It should be reviewed and strengthened as the findings of experience and research become available.

Interim arrangements

During the interim period prior to establishment of a well-designed senior program, AID should make an intensive study of the requirements for effective mission leadership and a comparison of these requirements with the capabilities already possessed by the personnel selected for these positions. The training director could then review the variety of university and professional training facilities already in existence and make arrangements to use these as far as possible in providing immediate training.

Senior seminars

As a further step, AID should establish as soon as possible and on a permanent basis monthly seminars for selected senior staff. These seminars should be conducted for two days at a location far enough from AID headquarters to insure uninterrupted sessions and should call on outstanding authorities to stimulate the thinking of, and interchange of ideas among, AID's senior staff. With rapid changes on the international scene and with increasing insight into the nature of AID tasks as a result of experience and research, channels for the speedy and steady communication of ideas become imperative.

The importance of tackling immediately the central problem of advanced-level training for senior personnel cannot be overemphasized. It may be difficult to tell senior personnel, both new and continuing, that their assignments to positions of responsibility within AID require intensive additional training. However, the history of predecessor agencies and the overwhelming bulk of the findings of students of this problem emphasize the critical need to undertake this senior training task.

Recommendation 3

BASIC TRAINING FOR A.I.D. PERSONNEL

All new Washington personnel and all personnel going overseas for the first time should participate in a revised and expanded "Basic Training Program for AID Personnel." Continuing personnel would participate in this program to the extent required to meet the standards of their next assignments. Both contract personnel and direct-hires should participate.

BASIC TRAINING FOR AID PERSONNEL

Discussion

Basic training, while it may vary in duration and scope, is necessary for all AID employees. It can be assumed that employees selected by the agency are professionally trained and technically competent to operate in our own society. But most of them will be unprepared for the complex tasks involved in foreign aid without intensive specially designed training.

It should be possible to develop at an early date training programs that will vary in accordance with the specific requirements of individual assignments, with the previous education, training, and work experience of individual employees, and with the findings of experience and research. Some experienced personnel may require little training in cross-cultural analysis and communication, in the performance of advisory roles, and in the transmission of professional and institution-building skills. AID should recognize, however, that even experienced employees need expanded basic training, while employees new to this type of activity will require thorough grounding in the above and other major subjects. This should be, as indicated above, a matter of careful individual analysis and especially testing.

Basic training during negotiation and clearance

Too often ICA has permitted a prolonged gap of silence—often as long as six months—during the clearance process before a specific assignment overseas. Apart from the poor public relations aspects of this unfriendly silence, valuable time is wasted during which the training process should begin.

The present gap between the time when a prospective employee is tentatively accepted for a proposed assignment and when he is

finally cleared by AID should be used for training that will make him aware of (a) the importance of his prospective assignment, (b) AID's interest in him and his future, and (c) the government's purpose in seeking his service. This can be achieved through training materials, local interviews, correspondence and off-duty courses of study, and pertinent reading. While a small percentage of applicants recruited for particular positions will not be finally selected, the costs involved in training these will be very small relative to the value of the encouragement and stimulation given to all during this period. Interviews will help the agency make an earlier appraisal of the candidate's qualifications, while through conversation and reading the candidate himself will be able to make an earlier and more accurate judgment of his own interest in, and fitness for, his prospective job.

Basic training

As soon as an AID assignment is accepted, every employee should begin full-time, systematic, intensive training in the development activities in which he is expected to participate. This is not the familiar "orientation," which has often been short and necessarily quite superficial. It is rather a professional training process basic to job success. For new personnel, basic training probably should consume not less than two months and should include thorough coverage of many principal subjects, some of which are touched on briefly below.

Basic materials should be developed that will analyze the practices and processes of development, as well as development theory. These materials should deal with the practices that have worked and those that appear to have failed and should report as much as is known about the reasons for success or failure. Attention should be focused on the objectives of the United States in promoting development. This should lead to a thorough grounding in the philosophy of technical assistance and the goals, purposes, and nature of AID.

In addition, those going overseas need training in the culture of the country of assignment, its religion, history, philosophy and contemporary problems. This should ease the problems of adjustment, which are frequently severe, and lead to a better understanding of the values, aspirations, and development problems of host countries.

There is a major need for more training in American history, government, culture, and development. Professionally skilled people

should be strengthened in their understanding of the roles that their professional institutions--whether in agriculture, industry, or labor--have played in the development of our society. AID personnel will need to be equipped to discuss questions about our society and its values, particularly since living abroad encourages comparisons and contrasts with American society. Further, the process of cross-cultural analysis and communication can be successful only if our personnel understand both the culture from which they come and that to which they are assigned.

Certain other aims will require major emphasis, including those of sharpening and adapting professional skills and understanding the objectives and activities of other nations and organizations. This task is a difficult one and will require new departures and new solutions.

Basic training in the field

A major investment in training after employees arrive at their overseas posts will also be necessary if they are to be adequately prepared for their specific assignments and for living and working conditions in individual countries. Training in the field may be more effective than the earlier training. Since the need is so great and the pay-off so high, every mission of any appreciable size should have full-time training personnel and a thorough training program.

Field training should be formally organized and time provided for it during working hours. Employees should have no less than one month of training at post before undertaking regular duties, with additional half-days continuing to be devoted primarily to language training as required for effective job performance and representation. This training should be lengthened for personnel whose tours in the country or area are to last more than the two years now generally envisioned. It should include visits to principal points of interest and to major U.S. undertakings, and it should include lectures, discussions, and seminars conducted not only by people of the country but also by outsiders who are experienced in, and knowledgeable about, the culture of the country and the values of its society. It may be necessary for personnel of the central training staff of AID to be stationed in various regions to advise upon, and to assist in the development of, field training programs, using local educational facilities where appropriate.

Interim program

AID cannot afford to delay undertaking an extensive revision of its basic orientation and training activities. The careful design of a two- to three-month basic training program will take time, but improvements of orientation activities is imperative and cannot wait. As an intermediate step, the Task Force recommends that use be made of available training facilities outside AID to strengthen ICA's inadequate orientation program. Many universities in the Washington area, including American University's School of International Service, Johns Hopkins University's School of Advanced International Studies, and the foreign service courses at Georgetown and George Washington Universities, offer resources and personnel capable of making significant contributions to basic training programs. In addition, intensive area courses, which the Foreign Service Institute now offers, or could easily arrange to offer, would be of immeasurable value.

Recommendation 4

ESTABLISHMENT OF A DEVELOPMENT TRAINING CENTER

AID should arrange for the establishment of a Center for Development Training to provide a focal point for formulating training plans and conducting major training programs.

ESTABLISHMENT OF A DEVELOPMENT TRAINING CENTER

Discussion

Throughout its deliberations, the Task Force has been impressed with the need for a focal point where training doctrine, theories, and programs appropriate to AID needs can be considered and developed. AID activities are sufficiently different from other foreign operations of the United States Government to make necessary a new Development Training Center, designed solely for the personnel who conduct AID programs.

Objectives of the Center

The question of the exact form that such a center might take, how it could make use of existing training resources, and how it should be related organizationally to the Foreign Service Institute, AID, and the academic community was not explored in detail by the Task Force. It was agreed, however, that it should not represent merely an expansion of present activities of the universities in this field. The job is a large one and would lose much of its impact if it were fragmented among several universities, especially ones located at a distance from Washington. Rather, the Center should serve to coordinate the experience of operating personnel with the resources of major universities that have taken the lead in devising effective remedies for the shortcomings of our development programs.

Far from competing with the offerings of existing academic and training establishments, the Center should use these offerings extensively, and, through coordinated programs of research and training, strengthen and improve them. In particular, the facilities of the Foreign Service Institute, which carries major responsibility for training personnel for the Foreign Service, should be used where feasible; and there should be at all times a close relationship between the Center and the Institute to avoid duplication and to strengthen their mutual capabilities.

Research programs

Research activities designed to expand available knowledge about development assistance and appropriate training therefor should be a major concern of the Center. The staff should be instrumental in their design and should itself conduct some of the projects. Furthermore, the universities selected to participate in the Center's program should be expected to undertake major research projects. All findings should be freely available to other universities and institutions; but it should be emphasized that the major objective of the Development Training Center will be to fulfill the imperative need for appropriate training in AID.

Location and staff

It is suggested that the best location for a major Development Training Center is in or near Washington. It would then be accessible to senior AID officers, who should participate in the design and conduct of the program and advise on research activities. It might well have facilities for housing the families of employees while they are in basic training.

The staff should include several capable senior personnel of AID, including former mission directors and senior headquarters staff. It might also profit by the participation in the teaching program of highly competent foreign personnel. To support these staffs and a continuing flow of university personnel, the Development Training Center might well have a permanent senior staff to assure the benefits of continuity. While most of the participants in the training programs would be Americans, it would be highly advantageous also to bring selected senior and outstanding foreign nationals to the Center for training.

Advisory committee

The Task Force recommends that AID establish, as soon as possible, an advisory committee which would have the major responsibility for planning the Development Training Center. This committee should include university educators and Foreign Service Institute and AID personnel. Consideration should also be given to the desirability of an intra-agency curriculum committee which would serve to strengthen the communication link between the many regional and functional divisions of AID and the training programs designed for their personnel.

Broadening American education

The Task Force envisages the Development Training Center as one major catalytic element in what should become a broad, systematic effort by the government and the academic world alike to strengthen education in international affairs in the United States. Not only can the Center improve substantially the performance of AID personnel, it can also bring about a much closer exchange of experience and knowledge among universities and operational agencies. Such an exchange will be a fruitful source of new ideas for undergraduate and graduate courses that will produce the skills needed by Americans who plan to live and work in other countries.

Recommendation 5

RESEARCH FOR THE IMPROVEMENT OF TRAINING

AID should give high priority to research on the content, methods, and results of training. Training activities must be re-appraised and revised continually in the light of research findings on the development process, on the methods of aiding development, on the role of Americans in assisting development abroad, and on the improvement of personnel performance.

RESEARCH FOR THE IMPROVEMENT OF TRAINING

Discussion

Research to gain a better understanding of the process of change, the barriers to change, and the ways that change and economic growth can be accelerated and guided in major cultural areas of the underdeveloped world should be an important part of the whole AID program. Only in the light of such understanding can development assistance activities be most intelligently planned and administered. Only thus can performance criteria be established for AID personnel and appropriate training programs designed.

The efforts of predecessor agencies and academic institutions to design training programs for development assistance activities have been hampered by a serious lack of knowledge about even the most basic concepts of the processes of development. Even the knowledge that might be gleaned from recent experience has been of little value since it has not been collected and analyzed.

High priority should be given to research into the important factors of development and ways to influence them. This should be supplemented by a more intensive examination of the nature of the tasks we undertake overseas and by a systematic evaluation of the methods used to train people for these tasks. Finally, there should be a close relation between training and research programs so that the findings of research can be quickly converted into usable teaching materials.

Possible topics for research that would be pertinent to efforts to strengthen training programs are too numerous to list here. As an example of one major area, AID should investigate at an early date the criteria for success or failure among U.S. technical consultants. Is there a common methodology of overseas technical

consultation, or is it possible that a technical consultant will perform in a superior fashion in one setting and at a mediocre level elsewhere? Study should be made of factors in the personality and background of the individual, as well as of the environment in which he will be working, and an attempt should be made to determine the interaction of the two. Although it is limited, experience to date in business and in government would indicate that such research can make it possible to predict with considerable accuracy an employee's success or failure in an overseas job.

Other questions that might usefully be explored include: Are there common cultural factors that are either a cause or a sign of underdevelopment? If underdevelopment coexists with such common cultural traits, do they vary in intensity and degree from area to area? If there is such variance, what are its causes, and what is its meaning for the technical consultant? In addition to what the United States expects of its technical consultants, what does the host country expect? What are its assumptions regarding the objectives, abilities, and roles of AID personnel? Finally, with such knowledge as we have on these questions, how can AID design and systematically evaluate effective training programs?

Above all, the research projects mentioned and a host of others as yet unspecified should be set up for action by universities, by professional training institutions, as well as by AID personnel responsible for selection, recruitment, and training. Unless a major effort is made in this direction, any training program AID may institute will fall far short of its potential.

Recommendation 6

LANGUAGE TRAINING

Where language skills are essential to the performance of individual tasks, AID should find recruits with these skills or take the time to train its personnel in them. All AID personnel, however, should have enough language training to enable them to use in social conversation and the tasks of daily living a language generally understood in the areas to which they are assigned.

LANGUAGE TRAINING

Discussion

No subject relating to the preparation of Americans for overseas service has caused more controversy than that of the relative importance of language skill. Time and again ICA and predecessor agencies have been criticized because their employees seemed not to be adequately skilled in languages. On the other hand, some feel that language training has been overemphasized in relation to other types of training that foreign aid personnel need.

The Task Force recommends that language training continue to play an important part in training activities for development personnel. It recommends further that two primary considerations govern the amount of language training that is provided to AID employees and their families:

1. The amount of language training for each employee should generally be determined by an analysis of the over-all requirements of his proposed assignment.
2. All AID employees and families should be given enough language training as part of their basic training at home and abroad to permit them to carry on social activities in a language commonly used in the country of assignment.

These principles should underlie any program of language training developed by AID and should be applied in individual cases in accordance with the needs of the agency and of the career development of the individual.

Degree of language skill needed

Before professionally skilled personnel are assigned to posts overseas, their proposed activities should be carefully analyzed to determine, among other things, how much language skill will be required for effective performance of their duties. Where language

skill is clearly required, AID should test the ability and aptitude of the designated employee to determine whether, and how much, language training is needed. Testing may show that an applicant lacks an aptitude for languages and is thus unsuited for a task requiring a high degree of language skill. In most cases, however, testing will reveal only a general need for training, including how long and how intensive. Arrangements for such training should be made and assignment to post not permitted until testing shows achievement of the required degree of skill.

Language as a basic tool of overseasmanship

It is frequently considered an affront by the citizens of the countries in which we work that our people are sent without knowledge of the languages used there. AID employees, even if they are not required to conduct extensive business negotiations in the language of the country, should at least be able to carry on limited social conversations with their counterparts and associates in the host government. Often wives, who are responsible for managing the complex tasks of living abroad and who find that local officials' wives are often less fluent in English than are their husbands, are most severely handicapped by not knowing the language of the country. The family should be able to get about the country without having to rely on interpreters. It should also be possible for them to accept and enjoy social engagements in homes where English is not spoken.

In some countries there may be such a variety of languages that no one language is used enough to justify extensive study by all AID people there. Nevertheless, AID should adopt a general policy that a prerequisite for taking an assignment in any foreign country is the ability to conduct social conversations and carry out the tasks of daily living in a language commonly used in that country.

Recommendation 7

TRAINING FOR AREA SPECIALIZATION

AID should develop a training program to equip selected personnel with specialized foreign area skills, including a knowledge of the general culture, of particular development problems, of the language, and of other salient aspects of the area of assignment.

TRAINING FOR AREA SPECIALIZATION

Discussion

The Task Force recommends that AID develop a corps of personnel who will specialize intensively in particular areas. They should be given intensive area and language training in order to provide the field missions with a greater knowledge of the cultural patterns of the country, its mores, customs, religion, history, philosophy, political structure, and contemporary problems. Those selected would be career personnel, who would be trained intensively in the development problems of, and the development techniques pertinent to, a particular region. Their training would, of course, be reinforced by extended living experience in the area of assignment for a period of perhaps six to eight years. After training and the accumulation of experience, they could play a key role in AID's field divisions by examining the obstacles and helping solve the problems confronting the field personnel in their development assistance activities.

Knowledge of foreign areas and cultures is needed most by three types of personnel: (1) those serving in grass-roots projects where a deep knowledge of language and cultural traits is needed; (2) directors of divisions, who must be able to relate projects and programs to one another in a given field, to develop maximum impact, and to stimulate institutional growth, especially when contacts with high-level government personnel require professional conversations in the indigenous language; and (3) program officers, whose analysis of economic growth potential must be based on a broad knowledge of the culture of the region.

It will also be highly desirable for directors and deputy directors of AID missions to have a deep knowledge of the cultures in which they serve. Learning to live and work effectively in another culture is a continuing process requiring, beyond mere exposure, a

concerted support effort on the part of top mission management. Moreover, mission directors and deputies will not understand the development process and the obstacles to it without a profound knowledge of the attitudes and beliefs of the people with whom they are working.

Recommendation 8

SPECIALIZED AND REFRESHER TRAINING

AID should provide specialized and refresher training for its personnel designed (a) to equip adequate numbers of employees with skills difficult or impossible to find in the United States, (b) to raise continually the level of skills available to AID, and (c) to maintain the professional competence of its personnel by keeping them abreast of developments in their professions.

SPECIALIZED AND REFRESHER TRAINING

Discussion

Many of the tasks that the United States is assuming in underdeveloped countries require skills not readily found in this country. Among the personnel AID needs are skilled program officers and others with a talent for acting as advisors. AID also needs people who can train the indigenous populations to perform for themselves a variety of tasks by methods and at a level that would be considered primitive in this country today. These tasks include well-drilling, treatment of minor ailments, the practice of preventive medicine, elementary education, and many others. The successful performance of these and other agricultural, industrial, and educational tasks in an underdeveloped society will require extensive retraining of personnel.

Maintenance of professional competence

Another difficult problem facing the new agency is that of finding ways for mature and experienced professional people to maintain their professional competence and contacts. This must be done if AID is to recruit and keep a well-trained professional staff. It is necessary also in order to enable AID personnel to keep up with host country people who have benefitted from very recent training in the United States or other technically advanced nations.

Backstopping offices should provide field people with relevant professional literature and with opportunities to participate in professional societies and meetings and to represent the agency at international conferences of a professional nature. A constant effort to keep AID personnel abreast of technical developments is not only important to their morale but equally essential to their effective performance.

Communication techniques

Finally, AID personnel should be continuously informed of new and improved techniques for transmitting knowledge to people in the less-developed areas. This will necessarily be a long-range task since little is known now about such techniques. However, as research and analysis of experience shed new light on this question, the findings should be quickly brought to the attention of operating personnel.

The Task Force wishes to stress that refresher training, even when skillfully tailored to AID needs, will not be adequate unless it emphasizes the important fact that technical skill is often not technical consulting skill. The latter usually must be added through training. There should be ample opportunity to examine successful methods of counterpart consultation and training and the methods of institution-building in a variety of cultures and developing societies.

Management skills needed

In the development of specialized training activities, as well as of basic training and senior officer training, it is obvious that the skills of supervision, management, and administration should be emphasized. An adequate concept of career development should recognize the central role that management and administrative skills will play as AID employees assume increasing responsibilities. The problem is particularly acute in an agency that has recruited personnel primarily on the basis of professional knowledge and skill. Too often in the past, promotions have been made on the basis of technical skill and knowledge, and there has been inadequate recognition of increased management responsibilities.

The list of training activities mentioned above does not by any means exhaust the possibilities open to AID for improving its personnel. Correspondence and off-duty courses, for example, should be designed to meet the agency's needs. In this connection AID should examine the offerings of the Department of Agriculture, U.S. Armed Forces Institute, and other agencies to determine their appropriateness for AID personnel. Other training media also should be explored fully. It is the intent of the Task Force only to emphasize that if AID wants to attract and retain quality personnel and use their abilities most effectively, it should accept the obligation to provide them with a wide variety of training opportunities.

Recommendation 9

BILATERAL NATURE OF TRAINING

AID should obtain the help of selected host country personnel and of other competent foreign analysts and students in designing, developing, conducting, and evaluating training programs.

BILATERAL NATURE OF TRAINING

Discussion

Development is a mutual task, and the major burden must be carried by host country personnel. Little that AID does will remain unless host country personnel adapt it and make it a part of their institutions and their lives. If AID is to be successful in analyzing its tasks and establishing effective training activities, the involvement and support of host country nationals and governments is essential.

Where performance has been inadequate in our development assistance programs, the nature of education and professional training in the United States has been a principal cause. In the recommendations above, the Task Force has called for research, analysis, and training, which should do much to correct past inadequacies. However, it is imperative that people of the specific country concerned, as well as experienced observers of its culture, help define the needs and design the training.

AID should provide guidance to its field missions on ways of soliciting effective host country participation in defining the skills needed for AID positions in that country. Particularly in defining the kind and amount of training needed in the processes of communication, in language, and in negotiation and teaching, the host country can frequently be of great assistance. In addition, the host country should be asked to participate in designing, conducting, and evaluating basic training, both here and in the field. This applies also to senior officer training and specialized training. These joint activities should help stimulate the host government to train its own personnel to make the most effective use of the skills and the resources that others are willing to furnish it.

The staff of the Development Training Center should broaden its training activities by using embassy representatives and other

participants from the countries in which AID works. The staff should also use the services of non-American, but western, observers and students of the countries in which we operate. Such people, as products of cultures similar to our own, can frequently give us more acute insight into other cultures than can people native to the country.

Only by the skillful development and use of a wide variety of resources will it be possible for AID to overcome the ethnocentric tendencies inculcated by American life and education that have been responsible for many failures in our foreign aid program.

Recommendation 10

STAFFING FOR TRAINING

AID should be prepared to assume the additional staffing obligations implicit in the broad training recommendations outlined above.

STAFFING FOR TRAINING

Discussion

If the foregoing recommendations are accepted, additional staffing will be needed. First, effective training will call for an enlarged over-all staff for AID to make it possible to maintain both the necessary work force and the required number of employees in training at all times. Second, substantial increases in the AID training staff over ICA's staff will be required to carry out the new and expanded activities outlined above.

Over-all staff needs

With regard to the first point, the United States Foreign Service maintains 4 to 5 per cent of its personnel in training at all times. The United States Information Agency and the newly formed Peace Corps use staff time, appropriated funds, and other resources for intensive training on a scale well above that of ICA and AID's other predecessor agencies. AID cannot afford to do less.

Basic training may appropriately serve as an initial selection-out process. Perhaps as many as 10 to 15 per cent of the people in training will not make the grade. It will be necessary, therefore, to recruit enough people to take care of this weeding out of the unsuitables. Effective training will also require some overlapping of assignments. In order to provide continuity, it is essential that new incumbents be given an opportunity to work with old hands on the job during a breaking-in period. Even old hands when transferred from one post to another should have the benefit of extensive collaboration with the personnel they replace.

The senior officer training program will require the undivided time and attention of highly qualified personnel not easily spared from operational activities. These officers will be needed both for the staff and for the training complement. It will be possible to release these top officials only if appropriate increases are made

in staffing at the higher levels in AID. Similar staffing needs are obviously implied in the specialized and refresher training programs proposed above.

Training Division needs

With regard to the second point, while the Task Force does not want to recommend a specific organizational plan for the Training Division in AID, it does want to stress the widened scope and responsibility of this office. The Director of Training and his central staff will be responsible for designing policies and supervising activities for a substantially broadened training program. They should establish and implement individual career development programs. They should continuously examine and make use of appropriate existing training facilities and act as a catalyst for the development of new facilities required for AID purposes. The expanded division should be professionally qualified to work effectively with a number of universities and institutions that will bear direct responsibilities for AID training. Personnel should be made available to help design and supervise a greatly increased number of training programs to be conducted in the field.

Director of Training

Of paramount importance is the selection of a Director of Training who has the exceptional ability required for this assignment. His stature and position should be such that he can work effectively with the academic community and with the Administrator of AID on matters of training.

A past history in ICA and the other development agencies of apathy toward training will have to be overcome, and an understanding of the basic requirements for training communicated to all personnel of the new agency. A radical change in prevailing attitudes toward the role of training is necessary if AID is to institute the fundamental changes urgently required in our foreign aid program in order to carry out the wishes of the President and the Congress.