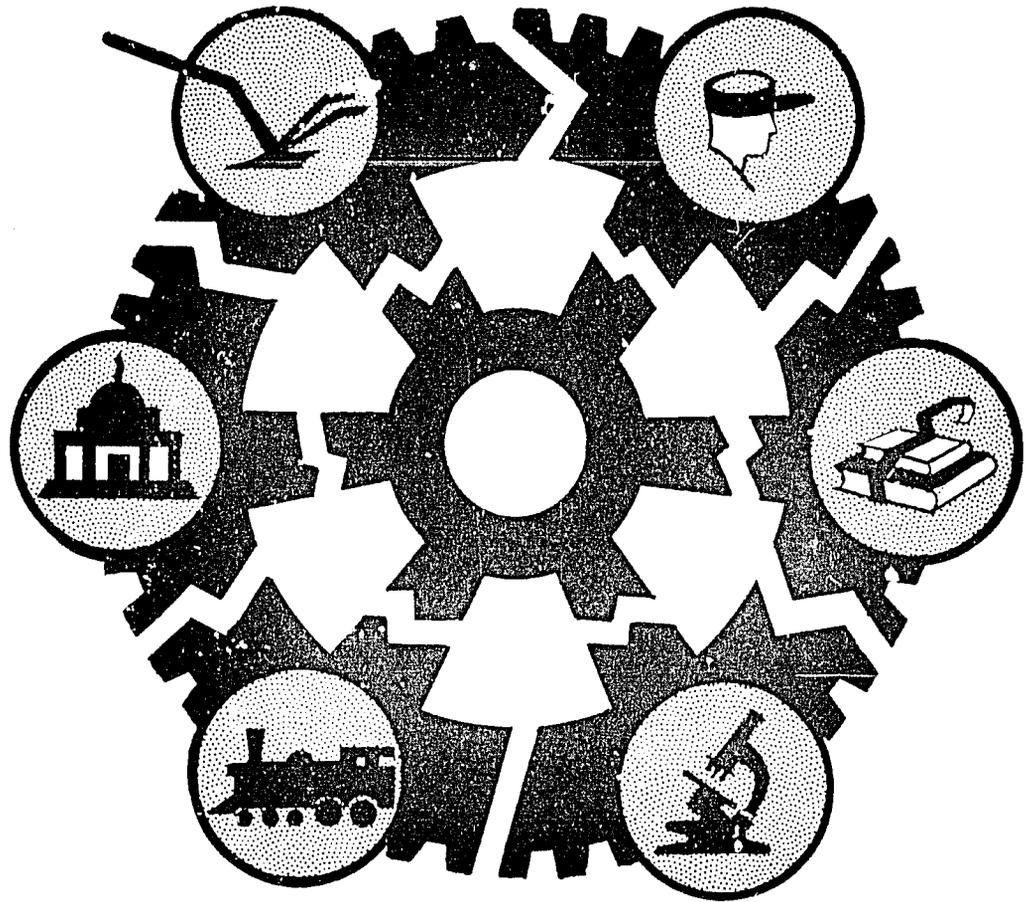


AFF STUDY:

EFFECTIVE ORGANIZATION OF ICA PARTICIPANT TRAINING



**AL COOPERATION ADMINISTRATION
Office of Management Planning
Program Methods Division
April 4, 1958**

"...USOM/Manila strongly supports the conclusion and recommendations...in particular on the following points:

"1. The need for stronger guidance and control from a central office in ICA/W like Training Development Staff. At present, there is considerable variance in the control of the participant training program and in the interpretation of the training M.O.'s by the various ICA/w training divisions. This creates problems for the Mission and its counterpart agency, the National Economic Council.

"2. The strengthening of the Training Divisions in the various USOM's to provide staff assistance for other technical divisions in:

"a. Overall planning and periodical review of the training needs for each project.

"b. Selecting participants, planning their programs, and following up with them after their return.

"This should lead to a reduction of the condition described in the staff study where 'a considerable segment of training is in fact in conflict with the policy provisions of Manual Order 1301.1, "ICA Participant Training Policy." Such training includes programs with a purely political basis, those with unqualified participants, and those that have no relationship to definable projects.'

"3. Provision within each Mission for adequate field evaluation to determine whether participant training has met project needs...."

-- USOM/Manila in TOICA A-1663, March 27, 1958, in reply to the staff study on "An Analysis of Some Aspects of Short-Term Participant Training", dated January 28, 1958.

S t a f f S t u d y :

E F F E C T I V E *O R G A N I Z A T I O N* *O F*

I C A *P A R T I C I P A N T* *T R A I N I N G*

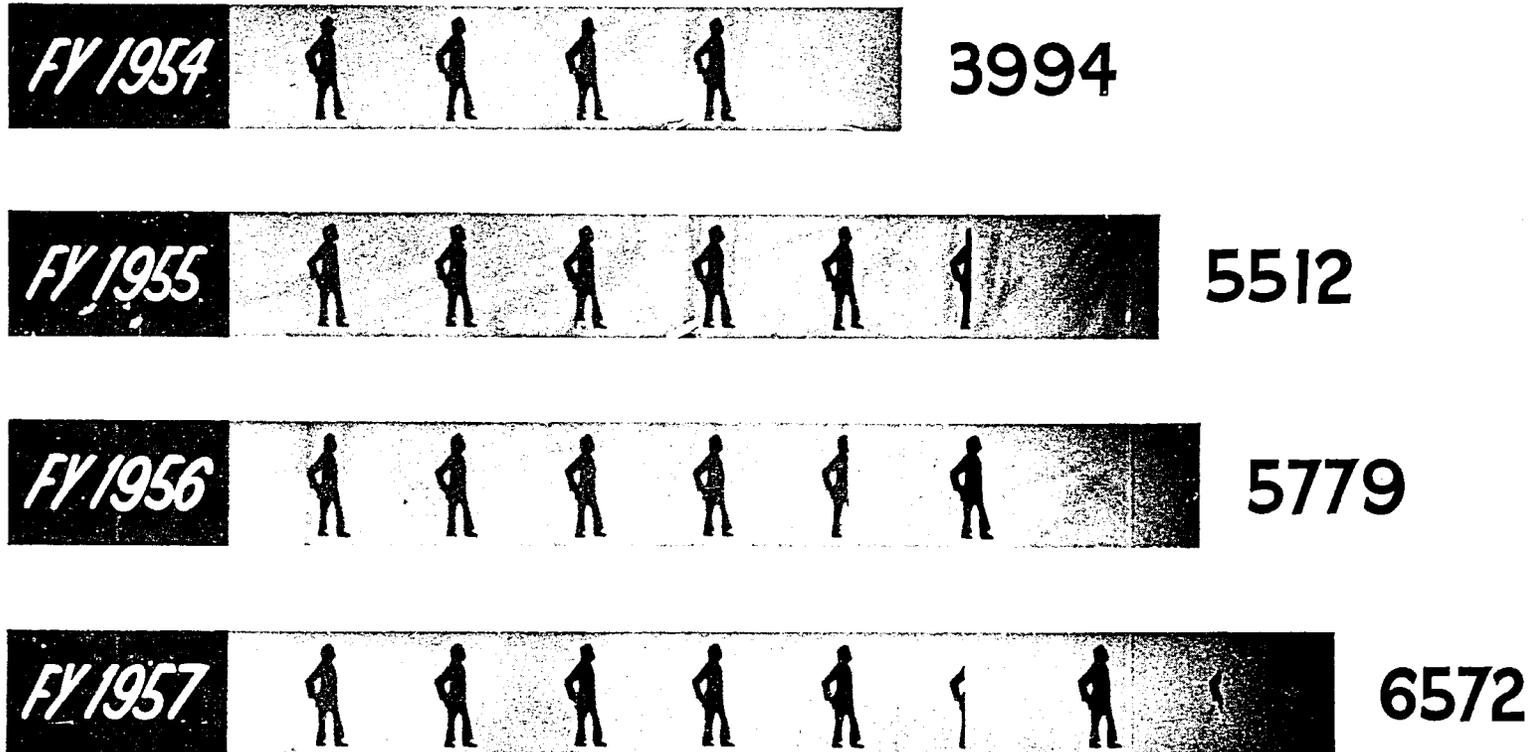
**See Attached Addendum
Back Cover**

International Cooperation Administration
Office of Management Planning
Program Methods Division
April 4, 1958

THE ICA TRAINING FUNCTION IS GROWING

EXHIBIT 1

TOTAL ARRIVALS



U.S.

THIRD COUNTRY

Note: Each Man Represents 1,000 Arrivals

- 11 -

Summary

ICA was engaged in training 6,572 participants in the U.S. or third countries in FY 1957 (see Exhibit 1, opposite page). The number will be larger in FY 1958. ICA spends more than 27 million dollars a year on this program. ICA's role is seldom direct training. Instead, it is developing training programs, making arrangements with qualified institutions, and handling evaluation and follow-up.

ICA/W is not currently organized to conduct these activities as effectively as the importance of the function justifies. Responsibility is divided among six different offices. No one office is responsible for overall direction and control. Too often the result is:

- Decision making by committee
- Conflicting policy interpretations
- Poor physical facilities
- Lack of status for, and emphasis on, the training function
- Spotty internal management
- Neglect of evaluation, follow-up, records, and orientation

ICA has maintained the present organizational arrangement on the theory that training and technical policy functions should be very closely integrated --- that the benefits of this integration outweigh any losses in efficiency of operation and effectiveness of policy control resulting therefrom. A careful review of the actual operations made by the Office of Management Planning indicates that with a few notable exceptions, significant integration is not now being achieved.

On balance, the disadvantages resulting from divided responsibility appear to outweigh whatever benefits are being derived from integration.

Because of the growth of the training function and the emphasis placed on its importance by ICA and the Department of State, ICA can no longer afford to delay improving the organization and methods devoted to this function.

This study recommends the appointment of an Assistant Deputy Director for Training and the grouping of training implementation functions under him into an Office of Participant Training. The report also recommends that technical offices retain their present responsibility for substantive direction of the training program content, strengthening their contribution where it is now lacking.

Reorganization of training function should result in:

- More rapid and effective decision making
- More uniform application of policy
- Greater recognition of the training role
- Better physical facilities
- More thorough and systematic evaluation and follow-up
- Improved coordination with IES, UN, and foundations
- More effective internal management

A method whereby this reorganization can be achieved within present ceiling limitations is contained in Section V.

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I. Problem

To assess the adequacy of ICA/W organizational arrangements for implementing participant training, and to recommend any necessary changes.

II. Background

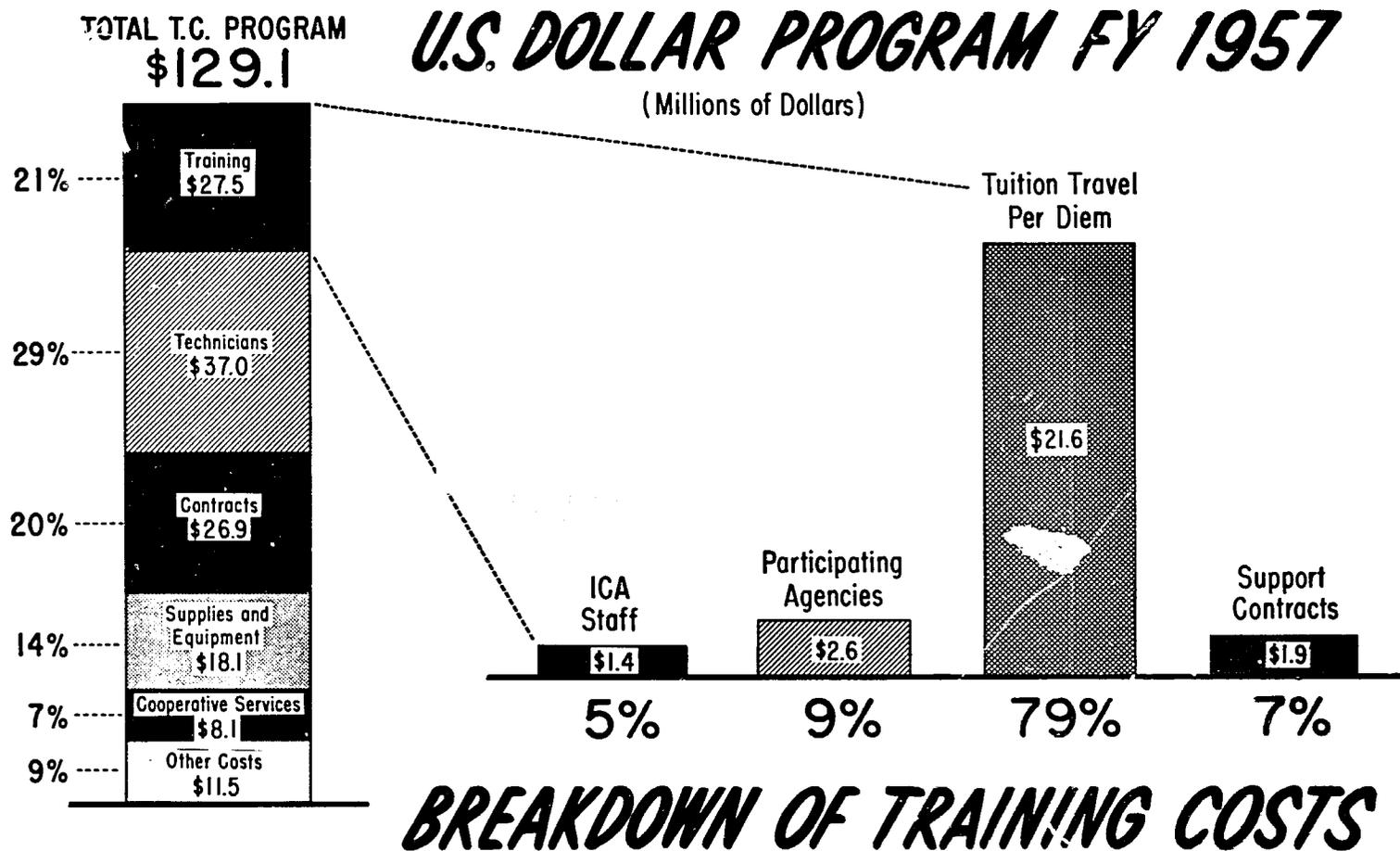
In FY 1957, more than 5300 foreign nationals (participants) received ICA-sponsored training in the United States, and an additional 1200 were trained in third countries. For that year, an estimated 21% (or \$27.5 million) of ICA's total technical cooperation program was devoted to this function (Exhibit 2, page 2). The participants came from 72 countries or territories and received training in some 12 major technical fields (Exhibit 3, page 4). This program, and particularly the third country segment, has been increasing in size for several fiscal years (Exhibit 1, page ii).

The fundamental objective of this complex effort is to transmit to each participant the specialized technical skill and/or the favorable attitude or understanding which is essential to the successful completion of an approved USOM project. The success of an erosion control project, for instance, may depend as much upon securing the cooperation of tribal leaders as it does upon teaching individual farmers how to plant cover crops. Similarly, a project designed to improve a country's revenue system by training host government employees in the U.S. may flounder if these employees' superiors are antagonistic to innovation.

The analysis and development of participant training requirements is thus an integral part of total project planning by technical staffs in the field. To be successful, the training program must supply the needed skill or attitude at the right time and under conditions which assure that the training can and will be applied to the solution of the cooperating country problem being faced.

TRAINING COSTS REPRESENT 21% OF THE TOTAL TECHNICAL COOPERATION PROGRAM

EXHIBIT 2



- 2 -

III. Discussion

A. Present Training Functions

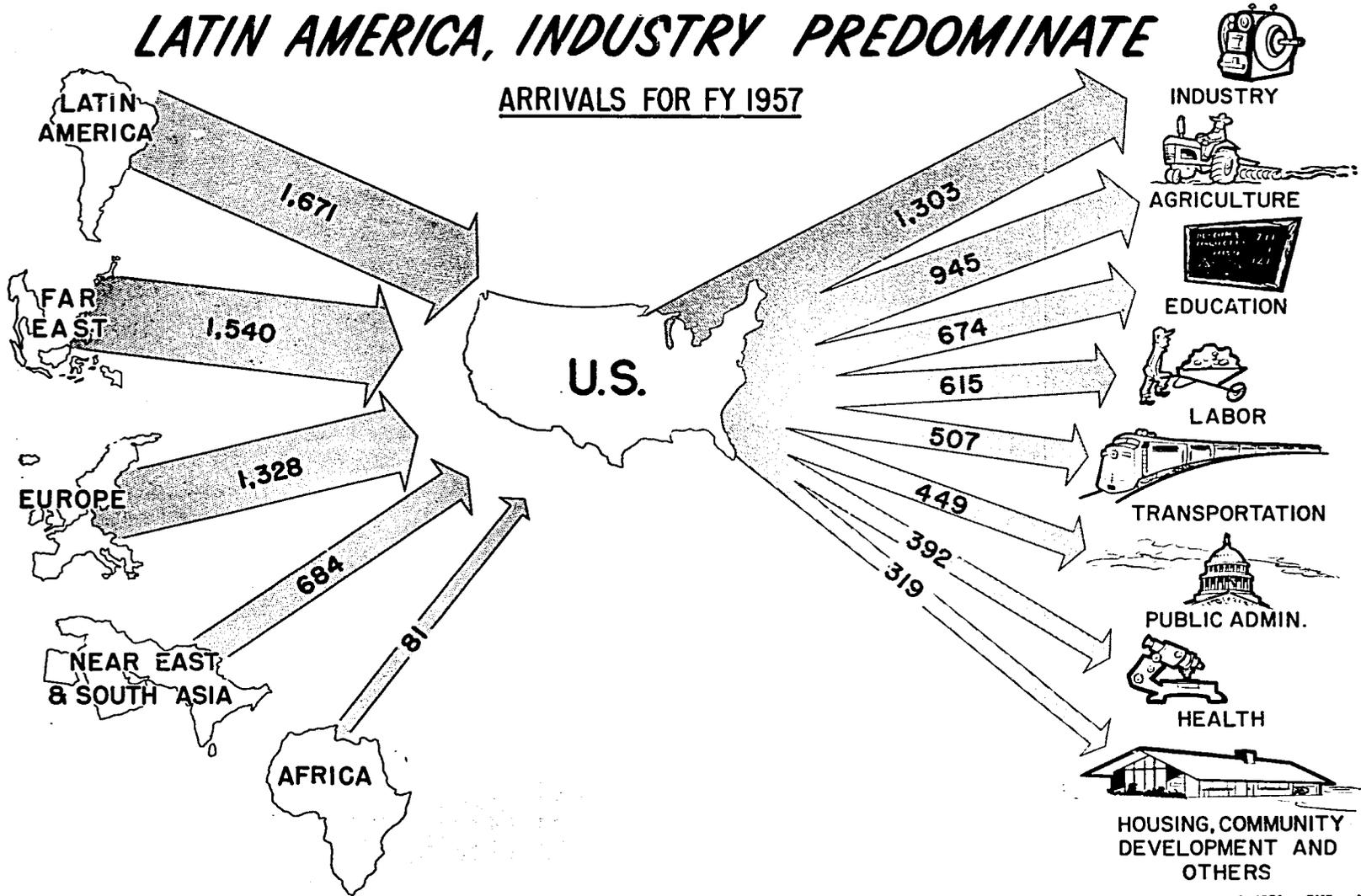
The ICA/W training function to be analyzed in this study may be defined as the sum of those actions necessary to approve and carry out the training element of projects undertaken by ICA in cooperating countries. The specific activities necessary to the discharge of these responsibilities are:

1. Formulating policy, programs and procedures for the conduct of participant training, both for ICA/W and USOMs.
2. Reviewing, approving, and issuing project proposal and approval documents (PPAs) which contain a training element.
3. Reviewing, approving, and issuing project implementation orders for participants (PIO/Ps).
4. Securing the training required through one of the following methods:
 - (a) arranging for the development and execution of a substantive training program by another agency.
 - (b) developing the substantive program in ICA/W and arranging for the execution of the program by a training agency, or escorting the participant during his training, or providing direct instruction.
5. Supervising execution of the training program.
6. Providing centralized administrative services for participants.
7. Arranging reception, orientation and hospitality for participants.

COMPOSITION OF ICA TRAINING

LATIN AMERICA, INDUSTRY PREDOMINATE

ARRIVALS FOR FY 1957



8. Evaluating the training program and assuring adequate follow-up.
9. Advising and collaborating in the development of special workshops and training operations outside the U.S.
10. Developing operational budgets, initiating and negotiating contracts with cooperating agencies and training institutions.
11. Maintaining liaison with other agencies conducting related activities.
12. Providing data on the training program.
13. Recruiting, selecting, and backstopping training officers.
14. Supervising and guiding participant training conducted by contractors.

B. Organizational Units now Engaged in Training

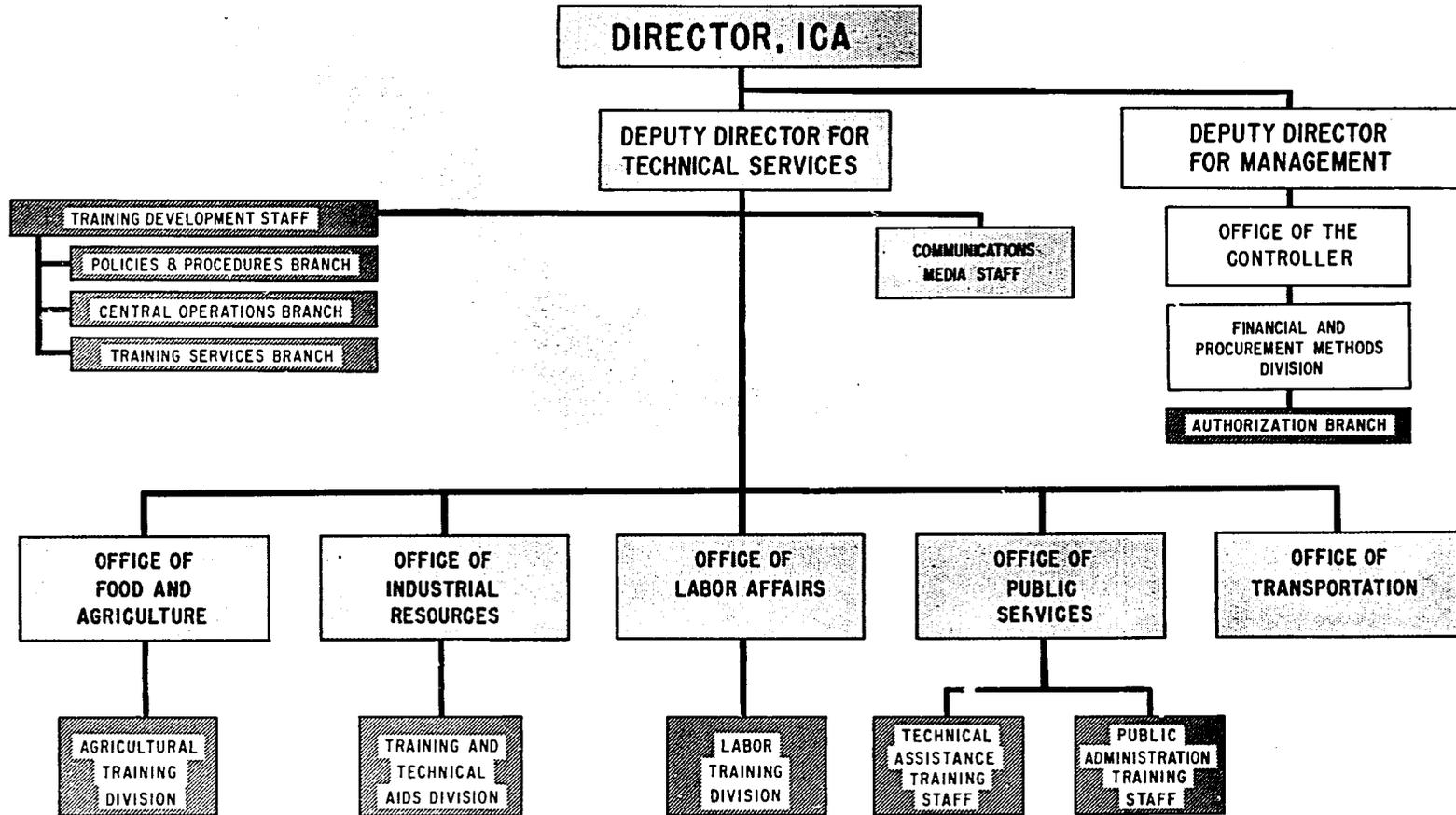
At the present time, these 14 functions, with the exception of DD/O program review and DD/S technical policy review, are carried on by the following divisions and staffs (Exhibit 4, page 6):

<u>OFFICE</u>	<u>UNIT</u>	<u>NO. OF POSITIONS</u>
S/PUB	Technical Assistance Training Staff (TATS)	34
	Public Administration Division (PAD)	19
	Public Safety Division (PSD)	2
	Community Development Division (CDD)	3
	Sub Total S/PUB	58
S/LAF	Labor Training Division (LTD)	16
S/FOOD	Agriculture Training Division (ATD)	18
S/IND	Industry Training Division (ITD)	79
DD/S	Training Development Staff (S/TDS)	33
M/CONT	Financial & Procurement Methods Division (FPM)	4*
	Total	208

*Estimated full-time equivalent.

ICA TRAINING IMPLEMENTATION FUNCTIONS ARE DISPERSED

EXHIBIT 4



- 6 -

TRAINING OFFICES ARE ALL LOCATED IN DIFFERENT BUILDINGS

□ Program Content Direction

▒ Program Implementation and Services

The functions and organizational principles on which these offices are based vary greatly. The Training Development Staff and the Financial and Procurement Methods Division carry on or coordinate centralized activities that concern all of the other training offices: the development of overall policy and procedures, the conduct of operational functions that concern more than one field of activity, the provision of central services, and the issuance of training documents.

Within the Office of Public Services, the Technical Assistance Training Staff functions as a central unit for the implementation of training programs in all public service activity areas except public administration, subject to the substantive policy direction of the different S/PUB technical divisions. In addition, TATS has conducted the implementation of training programs for the Communications Media Staff, under their general policy direction. In the excepted field, the Public Administration Division operates independently, carrying out itself all required functions.

The Training and Technical Aids Division acts as a central training staff for the Office of Industrial Resources and for the Office of Transportation, while the Labor Training Division and the Agricultural Training Division administer training programs only in their own activity areas.

In its various aspects, the organization of the training functions in ICA/W therefore ranges from complete centralization to complete decentralization. However, control of the substantive content of the participant program remains, in all cases, within the DD/S office responsible for the technical area in which the training falls.

This control of the substantive content of training programs by, and its integration with, the relevant activity office was assured, at least in theory, by having separate training divisions established in each office (with the exception of the Office of Transportation and the Communications Media Staff). The decision to organize the training function in this way was consciously determined in 1953 after extensive study of the alternatives.

3. History of the Current Arrangements

Under the Technical Cooperation Administration, the training function was centralized on a regional basis, with very little over-all policy or procedural control. This method had a number of drawbacks: competence in regional affairs (program, cultural, and political) was not always as useful as specialized competence in a technical field, and the lack of over-all control did not permit adequate agency-wide coordination. These problems associated with the semi-autonomous operation of the three regional training divisions came under vigorous Congressional attack, and led many in TCA to recommend a single, centralized training office as the most desirable solution.

With the establishment of Foreign Operations Administration, this question was given serious consideration. After deliberation, however, it was decided that the most important element was a close integration of the training program with each of the related technical activities. The advantages of a simplified --- and possibly more efficient --- centralized operation were considered secondary to that of integrating the training portion of country programs more closely into their total effort and of bringing technical competence more fully to bear on the training through a functional organization of training activities. Overall coordination was provided by a central Methods Coordination Staff. By 1956 it had become clear that additional coordination of the training program was required, and the Training Development Staff was created as a strengthened successor to MCS.

As was noted above, the problems associated with a decentralized organizational approach were knowingly accepted as the cost of tying the training program more closely to the substantive technical services offices. After nearly five years' operating experience, it is therefore appropriate to note how close this relationship is in practice, to assess its actual and potential usefulness, and to identify current problems which are related to these organizational arrangements.

D. Integration of Training and Other Office Functions

1. S/FOOD: The PIO/P is routinely reviewed and commented on by the regional and subject-matter specialists as well as by the training division. The subject matter specialists actively participate with the Agricultural Training Division and the Department of Agriculture in developing individual training programs, and orient the participants on technical matters. The integration of the training program with the remainder of the Office is extensive and systematic, and appears to have strengthened the training program greatly.
2. S/LAF: The Labor Training Division reviews but does not usually comment on PPAs, as the PPA is seldom precise enough to provide a basis for any useful comment from the Division. The dollar and participant totals are recorded for general planning purposes. Both the area labor advisors and the labor economists have an opportunity to routinely review and comment on the PIO/P and the resulting training program. The labor economists usually play a minimal role in this, while the area advisors take a greater interest in training. The area labor advisors participate in the orientation of participant teams, while the evaluation officer and, when necessary, the project manager, participate in the evaluation. The integration of the training function with the remainder of S/LAF is thus much less close than in S/FOOD, with the training division left substantially independent in its mode of operation.
3. S/IND and S/TRANS: All PPAs are routed to ITD for clearance. These are usually, but not always, reviewed in the appropriate training branches, and comments concerning desirability and feasibility are made. The ensuing PIO/Ps are seen and approved by the area specialists in S/IND or, if so coded, by those in S/TRANS. As a rule, S/TRANS takes no further part in the development or implementation of the training program. The S/IND area operations divisions do not participate in the

development of --- or review more than 10% of --- actual training programs and this occurs only when ITD requests their help on a problem. An airgram containing the tentative training itinerary is available to the area operations divisions but is not normally reviewed by them. The orientation of participants and the evaluation of their program is likewise carried out, as a rule, without participation by the area operations division, although interested division personnel are invited to attend evaluation of team projects. They are not, however, normally invited to participant orientation sessions. Thus, the Training and Technical Aids Division acts in a largely independent fashion once it has received a PIO/P for implementation from the specialists in other divisions.

- 4 S/PUB: The situation in S/PUB varies greatly from field to field. In most cases, the PIO/P is reviewed by the substantive division concerned as well as by TATS or the Training Branch of the Public Administration Division. The Community Development and Public Safety Divisions participate actively with TATS in the development of training programs. The Community Development Division is also active in the program orientation of participants, and conducts interviews and evaluations. However, these are usually separate from the administrative activities of TATS. PSD is less active in briefing and evaluating participants, relying on contractors for much of this. Again, the division does not usually participate in TATS activities in this area. The Public Health Division rarely participates in the training program; it does not as a rule take part in developing the specific courses of training, nor does it orient, evaluate, or otherwise see the participant except in unusual cases. The Education Division participates fairly regularly with TATS in the development of programs, in interviewing participants, and evaluating those programs which are developed within TATS. It is

consulted by TATS on programming questions from time to time as TATS feels the need for additional professional advice. The Housing Division does not participate to any significant extent with TATS in program development, orientation or in the final interview with the participant. In some cases, TATS serves as a central administrative staff, although most divisions in S/PUB have worked closely with it on substantive training matters.

In Public Administration, the Training Branch works closely with the remainder of the Division. It reviews PPAs as well as PIO/Ps and may question them as to desirability and feasibility.

5. Summary: The current organization of the ICA/W training function permits --- but does not insure --- a relatively close relationship between the division charged with training implementation and the other divisions in a technical service office. In fact, however, this potentiality for reinforcing the training program is not being realized to any important extent except in the case of S/FOOD and some of the divisions of S/PUB. Integration of the training and substantive divisions has occurred only where the substantive divisions contained personnel professionally skilled in the same specialties in which training is being sought, who are willing and have the time to assist the training division.

E. Success of Present Organizational Systems

The present and potential value of this organizational integration is somewhat difficult to evaluate. It is clear that the substantive division must be responsible for the technical validity of training programs, as for other activities. This means two things: the training must be in accordance with ICA training policy, and it must be professionally sound. Both of these questions arise in all training programs and each requires professional competence. If ICA/W is to be responsible for the conduct of its foreign operations, it cannot place final reliance, under existing circumstances, on the judgment of a participating

agency or of a USOM for either of these determinations.

Three techniques may be employed to meet these questions:

1. The thorough advance screening of the training program by ICA technical specialists;
2. The development of clear and comprehensive policy and technical guidance for the USOM, training divisions, and participating agencies, to be enforced by a systematic evaluation procedure after implementation rather than by prior review; or
3. A combination of 1 and 2.

Of these possibilities, only the first has been effectively employed, but, as we have seen, only where ICA has been staffed with the necessary range of specialists able to devote time to the problem.

In addition to this negative role in screening out what is bad, integration, where found, has perhaps strengthened the training program by bringing additional experience and knowledge to the development of a program.* Those offices which have achieved a degree of integration which goes beyond the exchange of written documents believe that it is essential that the training program be worked out by the training division in close collaboration with the program staffs.

The immediate necessity for this is usually stated this way: The PPA and PIO/P documents are not normally complete enough to provide an adequate basis for developing a training program, so they must be supplemented by a full knowledge of country program developments. The major cause of this deficiency is said to be limitations on the part of field staffs, either of time or of specialized competence.

*Evidence of the actual affects obtained by integration is conflicting. Both PAD and ATD appear to have well integrated programming, but the preliminary evaluation studies on training results undertaken in Brazil and Iran suggest wide differences in the effectiveness of these two programs.

Other advantages claimed for close organizational integration are that it strengthens the hand of the training division in dealing with participating agencies,* that it is economical in total staff requirements because a technical person in either a training or substantive division is readily available for help on the problems of the other office, and lastly, that such collaboration can best be obtained, psychologically speaking, between people in the same organization.

There is at present no way of measuring with precision the actual gains realized from any of the above described arrangements. This is due to the fact that the purpose of this effort --- to provide an element essential to the success of a USOM project --- can only be determined by evaluation in the field. Procedures for doing this are now being developed by the Training Development Staff, but have not yet been implemented. The information currently available in Washington permits no valid comparisons of training program effectiveness among technical fields.

There is evidence to indicate, however, that ICA may not be getting the most out of the funds made available to some participating agencies because of the present arrangements. Separate negotiations make more difficult the comparison of training expenses among different agencies. As a result, training costs in some agencies are far higher than others.

IV. ConclusionsA. Preliminary Conclusions

It is possible to draw certain conclusions at this point:

1. A degree of integration between training and other divisions more extensive than the exchange of written comments or telephone discussions currently exists in only three of the major training fields (ATD, CDD, and PAD). These three offices are responsible for but one third of all training programs.
2. Much of the joint effort now carried out occurs only in the process of efforts to correct or clarify situations in which project requirements are not adequately expressed in the PIO/P.
3. Little guidance has been sent to the field to aid technicians in developing PIO/Ps in accordance with the individual requirements of the different technical fields. This may be attributed at least in part to the time-consuming activity involved in USOM recruitment, appointment, and reassignment which is currently required of the technical specialists and administrative staffs in the DD/S offices.
4. The integration of training and other DD/S functions, where it actually occurs, may have strengthened the program, but to a degree which cannot be evaluated adequately.
5. Integration of training in the technical country program is primarily a field responsibility, and can be effectively achieved only through proper planning and documentation of projects by the USOM. ICA/W, at best, is only in a position to provide appropriate guidance and to react to omissions and failures.

B Problems of the Present Organization

Summarized above is the extent of integration achieved under the current organization of the training function, together with an indication of its contributions and limitations. Because integration was looked to as the primary consideration in the establishment of this organization, it is therefore equally necessary to identify the range and importance of the problems that have developed as the result of this decision.

1. Policy Formulation

The most apparent weakness, one that is generally recognized by all who are familiar with the training program, is the inability to develop or revise training policies and procedures. As has been described, the dynamic, constantly changing nature of ICA programs --- operating around the world in a variety of fields and in widely differing political and social contexts --- requires flexibility and rapid decision making machinery in ICA/W. The present system, however, places a premium upon inaction. Each of the five independent training offices can exercise a veto against change which can be overruled by no one short of the Deputy Director for Technical Services.

Only one office, the Training Development Staff, is today in a position to view the ICA training program from the perspective of total need, without regard to field and regional boundaries. This office, however, is able only to urge the establishment of needed policy and procedure. For this purpose, it relies primarily upon a weekly meeting with the chiefs of all the training divisions. These meetings have provided a useful exchange of views and have thus served to identify conflicts and differences. But they cannot bring about decisions in the absence of unanimity because the authority to resolve differences has never been delegated to TDS by the Deputy Director for Technical Services.

The size and complexity of the training program results in an almost endless series of problems, ranging from minor administrative details to fundamental policy questions. All of the conflicts which arise cannot be referred to the Deputy Director for resolution; the other responsibilities of his office simply preclude him from spending the major portion of his time in this one area, important though it is.

As a consequence of this situation, policies and procedures have not yet been developed on such fundamental aspects as reports to the USOM on participant training progress, the submission to the USOM of proposed training program plans, and the evaluation of completed training. Almost two years were required to institute a badly needed central record and reporting system for participants. Nearly half this period was required to secure unanimous agreement on the elemental point of need; arguments on the details of implementation continued for almost another year.

Equally difficult is the revision of existing policy to fit new situations, objectives, or regional requirements. For example, the present policies on degrees, length of training, and training in the home country of the participant were established only after long drawn out clearance. Many feel that these policies are still too restrictive to meet ICA requirements in certain underdeveloped Asian and African countries. Under present procedures, any modification will require almost indefinite discussion unless the Deputy Directors concerned intervene.

2 Policy Implementation

Secondly, as a direct consequence of the fragmentation of responsibility, there is a serious lack of uniformity in interpretation, application and enforcement of the policies and procedures that are established. Each functional training office retains the right to use its own judgment in these matters and no one is in a position to review their actions. Serious divergencies

exist among the offices in their application of ICA policies on academic degrees, longer-term training, orientation, the use of automobiles by participants, dependents, the English language facility required, and the amount of per diem permitted.

For example, one USOM training officer stated that in his experience, Washington was always sympathetic to English language refresher courses or to courses in technical English in public health programs if this was required by the otherwise most qualified candidate. In contrast, the use and maintenance of valuable airway navigation equipment was seriously jeopardized, in a comparable situation, by a strict interpretation of policy concerning the proposed participant's English language ability in the industrial field.

Differences of this kind inevitably become known to the various cooperating country ministries. Each urges that the most liberal interpretation also be applied to its participants and is seldom satisfied by the training officer's explanation of Washington procedure and organization.

The effect of these variations in the application of established policy is to place unnecessary burdens on all those who must deal with participants being administered by more than one of the training offices, such as USOMs, host governments, participating agencies and training institutions (Exhibit 5, Page 19). The inconsistencies among offices often causes serious embarrassment in ICA relations with these groups and is frequently harmful to the morale of participants. The USOMs have been particularly affected by these differences, as they are continually put in the position of having to indicate to host governments that Washington requirements in similar matters vary widely from field to field.

Another area of difficulty arises from the fact that each of the training offices deals with universities and other training institutions on a

substantially independent basis. For example, after careful analysis of the costs to Land Grant Colleges, one training division developed a standard daily rate for its participants at these schools. Subsequently --- and despite publicity of that rate in ICA --- another training division paid a markedly different rate to a Land Grant College for some of its participants. Such variations in the recognition and payment of university costs, and in other matters, can only have an undesirable effect upon ICA relations with the universities. Plainly, these problems must be solved before they become critical.

3. Coordination With IES

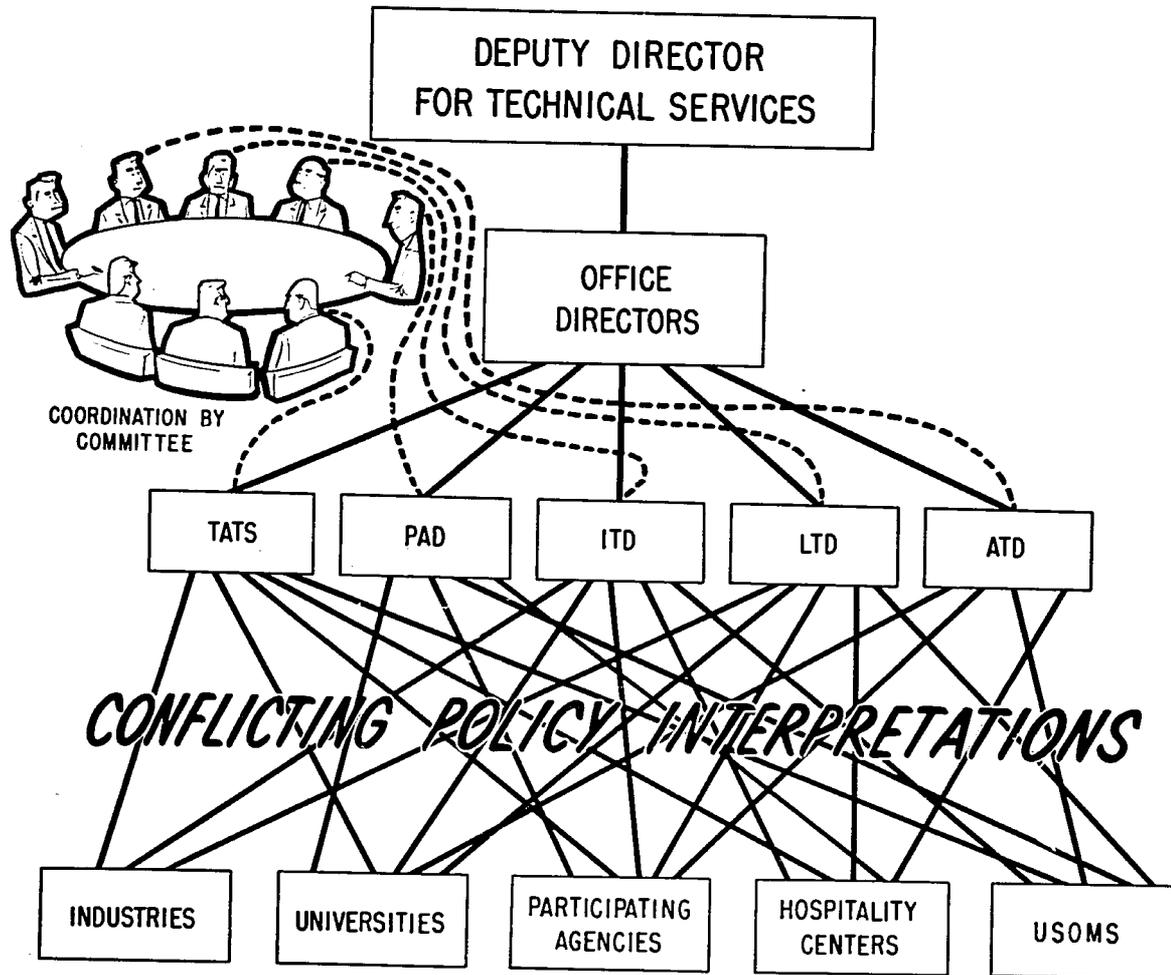
Another area of serious weakness is that of coordinating the exchange of persons programs of ICA and the International Education Exchange Service (IES) of the Department of State. This problem has in the past drawn the attention of both Congress and the Bureau of the Budget. Certain corrective steps have been taken but are wholly inadequate to meet the need. No one below the Deputy Director for Technical Services can speak for ICA on any but completely non-controversial matters.

Interminable clearances and coordination are required to achieve any action. As an example, it took about five months of the most painful and time-consuming maneuvers in ICA merely to reply officially to an IES request for concurrence in a proposed per diem rate change last year. Organizational paralysis is frustrating essential coordination despite a general recognition of the need to act.

4. Public Relations

Two separate but related problems are involved here: effective relationships with

COORDINATION OF POLICY IS INEFFECTIVE



EXAMPLES OF PROBLEM AREAS

-  Length of Training
-  Dependents
-  English Language Ability
-  University Degrees
-  Participant Reports
-  Orientation
-  Payments for Training Services
-  Evaluation
-  Use of Automobiles
-  Development of Programs and Itineraries

organizations which cooperate with ICA in providing official training for participants, and secondly, procedures for, and relationships with, those groups and individuals whose cooperation is essential in giving the participant a first-hand view of American life and values outside the area of his official training. Both of these functions must be carried out if the technical and political objectives of participant training are to be achieved.

With more than 5,300 arrivals per year, with participants visiting every state in the union, hundreds of universities and thousands of industrial establishments and communities, there is an obvious need for establishing and maintaining policies and procedures that will result in the best possible public relations. Without the continued cooperation of thousands of private individuals, groups, and organizations, ICA would be unable to operate its program effectively. At the present time, however, internal coordination problems set severe limits upon our effectiveness in this area. These limits are too low. They result in too many cases of bad public relations and consequent failure to obtain program objectives.

As an example, there is no effective coordination of the requests made by training offices to industrial plants. As the number of participants rises, and with participants also coming from the International Educational Exchange Service and the United Nations, the resistance of plants has steadily risen. The situation cannot be changed without coordinating and scheduling training requests from the different offices in order to reduce the burden on cooperating industries.

With respect to the non-technical objectives, the efforts to enlist the active support and participation of various civic, cultural, and other private groups has been badly hampered by lack of centralization in ICA. For example, TDS has made efforts to develop central contacts in numerous communities throughout the country with the understanding that all ICA participants would be channeled through these contacts. In practice, however, this does not take place with any degree of consistency, and TDS is powerless to enforce adherence to these central arrangements.

Even where there are official requirements, as for attendance of the participant at the orientation on the United States at the Washington International Center (funded in large part by ICA), the cooperation of the separate training divisions has been erratic. Enforcement of policy is nearly impossible at the present level and organizational location of the staffs concerned.

In addition to these deficiencies related to organizational structure, ICA efforts to help the participant take part in the civic, cultural, religious and home life of U.S. communities have also been badly hampered by lack of personnel. The total ICA program has been developed and carried out by one person on a part-time basis.

In contrast, IES has indicated that its Leaders and Specialists Division, handling 800 visitors per year, has had one professional and one clerical person devoted largely to correspondence with community groups who provide hospitality and related services for exchange visitors. Five other persons devote a large proportion of their time to the production of a monthly "IES Digest" containing articles about the program and the people involved. It is distributed to all who assist IES in its program and has been valuable in securing enthusiastic support and broad understanding of the IES program.

If ICA is to make a serious effort at achieving what has been considered this valuable "secondary" objective of the program, greater staff resources are imperative.

5. Recognition

There are a number of other equally serious defects in the ICA training program which are also related to organizational structure. First among these is the fact that the fragmented nature of the present training effort has prevented greater recognition of the role and importance of training.

Training, the communication of knowledge, is the key purpose of ICA. Despite this, it has been treated merely as a by-product. None of the training offices has had the size, organizational prestige, or broad staff competence required to force through a recognition of this fact and its implications.

ICA has perhaps the most critical operating role in the achievement of long range U.S. foreign policy objectives. Crucial shifts are underway in world political, military and economic relationships as the underdeveloped nations, having secured political independence, move toward industrialization and a higher standard of living. The emerging middle classes in these nations--and they comprise most of the world--will largely control the future relationships of those countries with the U.S.

The ICA program is the single most important instrument by which the U.S. Government can reach these people. What we are able to communicate to them, either through our technicians in the field or through the training program in the U.S. or third countries, is thus of the utmost importance. Defined as the communication of knowledge and understanding, training--in all its aspects--is therefore the basic purpose of ICA.

6. Other Management Defects

Again, the divided training effort has resulted in staff inequalities which are extremely difficult to rectify. A particularly serious aspect of this is the fact that only two offices -- LTD and LTD -- have full-time evaluation staffs. In addition, TDS has at present one officer, assigned from the ICA/W complement for a 90-day period, who is reviewing overall evaluation requirements.

The two existing evaluation staffs are devoted primarily to an assessment and review, with the participant, of the program he has just completed. The information that can be learned at that point is only a part of what is needed. Until the participant is at work on his project at home it is not possible to say whether he has actually received and is able to apply the technical knowledge required.

As was pointed out in the study of "Participant Follow-Up", dated December 5, 1957, ICA efforts to do sound comprehensive evaluation have been sporadic and uncoordinated. TDS has been seriously handicapped by lack of full time personnel to develop and direct systematic evaluation procedures in the field, where the greater need exists and where definitive conclusions can be reached. By any business standard, ICA has spent far too little of its resources on finding out about the results obtained from its training efforts.

Equally apparent are the wide variations in grades, ability, selection and orientation of project managers in the different divisions. There is no formal training given these key people in the training program. Their knowledge of regional programs and problems, of cultural differences, and of other matters having a significant bearing on relations with the participants largely depends upon their own initiative and ability to learn from trial and error. Higher and uniform standards are clearly required for effective performance of the project

manager role. Greater emphasis should be directed in the future to specialized qualifications in recruiting project managers in the industrial fields. This can be controlled by defining "skills and knowledges" more specifically in new position descriptions.

A further serious loss resulting from organizational fragmentation is that there has been too little exchange of experience and techniques among the training offices. Hence, problems may remain in one office long after a cure has been found by another.

7. Physical Facilities

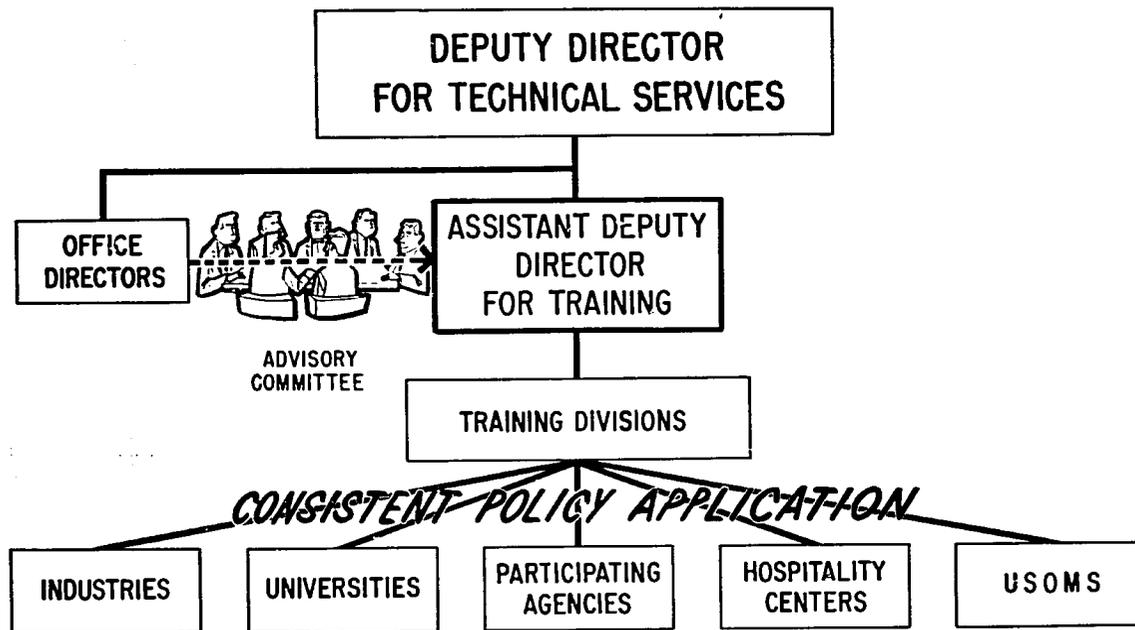
One of the serious deficiencies of the present method of operation is the lack of central physical facilities necessary to handle trainees in an effective manner. ICA training personnel are scattered in six different buildings far removed from each other, and there exist few adequate facilities in any of the buildings for working with participants. Satisfactory reception rooms, a lounge, and satisfactory conference space are not available at present because it is not feasible to duplicate these facilities six times. As a result, participants become confused and countless staff hours are lost traveling between training offices. Every training division and staff---without exception---has strongly emphasized the handicap which the present scatteration and lack of proper facilities places on the program.

C. Final Conclusions

In summary, the major weakness resulting from our present training organization is an inability to take rapid and unified action. A premium is placed upon inaction. The development and enforcement of policy is inordinately expensive in terms of time and manpower. ICA speaks with not one but five voices to host governments, USOMs, participants, participating agencies, training institutions and volunteer groups and individuals. Finally, dispersion of the training function has seriously impaired the prestige and understanding of the program and has resulted in inequalities and gaps in its administration.

The weaknesses summarized above are widely recognized by those concerned with the participant program. Nearly all those interviewed in the course of the study believed stronger central direction or more vigorous enforcement of policy was essential.

CENTRALIZED OPERATION WILL ASSURE UNIFORMITY OF POLICY



EXAMPLES OF PROBLEM AREAS

-  Length of Training
-  Dependents
-  English Language Ability
-  University Degrees
-  Participant Reports
-  Orientation
-  Payments for Training Services
-  Evaluation
-  Use of Automobiles
-  Development of Programs and Itineraries

V. Recommended Reorganization

A. Proposed Solutions

There appear to be three possible solutions to this problem:

1. Establishing a centralized training office responsible for the implementation of the entire program, subject to the technical policy direction of other DD/S offices;
2. Creating an Assistant Deputy Director of Technical Services to act for DD/S on all training matters; or,
3. A combination of 1 and 2.

Analysis of these alternatives in relation to each of the program weaknesses delineated in this study indicates that the preponderant advantage lies in a central training office. Such an office would have the power of rapid decision in response to need, the control of operations necessary to enforce those decisions systematically, and the size and organizational prestige required to bring about the necessary recognition of training.

The most important advantage of establishing an Assistant DD/S for Training without centralizing operations under him would be that the integration of the training and technical divisions that now exists in a few cases would not be impaired. However, if operations are to be centralized, the integration loss could be minimized by requiring specific functional relationships between the central training office and the technical offices. While the degree of integration attained might fall below that now found in a few offices, it would almost certainly be superior to that characterizing the major portion of the program today.

On the other hand, establishing a strengthened training office directly under the jurisdiction of an Assistant DD/S would both up-grade the significance of

the training function and give the head of the training organization sufficient operational control of the program to institute the badly needed changes pointed out in Section IV.B., above. Therefore:

It is recommended that the ICA training function be reorganized into an Office of Participant Training (S/PT) directly under the jurisdiction of an Assistant Deputy Director for Training (ADT).

B. Advantages of Proposed Reorganization

1. Effective, rapid, unified control of the training program could be readily exercised in a manner that would overcome the serious, chronic weaknesses identified in Section IV.B., above.
2. ICA could speak with one voice to external agencies on the interpretation and application of policy (Exhibit 6, page 26).
3. Central services, including record keeping, could be provided more efficiently.
4. The present evaluation staffs could be easily reorganized to service the entire program.
5. Staff could be easily pooled and shifted to meet workload peaks. Other adjustments could be made as necessary by the Assistant Deputy Director for Training to permit optimum use of both professional and secretarial personnel.
6. Uniform standards and criteria for judging the performance of the various training units--now completely lacking--could be established and enforced. Greatly improved management of the training operation as a whole would be possible.
7. A unified office would increase the prestige of the training program, permitting the recruitment of an Assistant Deputy Director for Training of professional and academic stature. Moreover, increasing the scope and size of the organization

would offer a more attractive career to many people, resulting in a gradual upgrading of all personnel engaged in training work.

8. Existing day-to-day relationships between training and technical personnel would be preserved, since the training units now located in the different DD/S offices would be transferred almost intact to the Office of Participant Training.
9. Most operating procedures would be retained. Technical offices would maintain control over program content and play a major role in the selection of training officers. Chiefs of the training divisions would be expected to attend the staff meetings of their respective DD/S offices on a regular basis.
10. The great potential for successful program integration--insofar as it is possible in ICA/W--which has to date been lacking in many fields of activity, might finally be realized. Relieved of most of the burden of implementing training, the technical specialists involved will be able to devote more of their attention to actual program content than ever before.

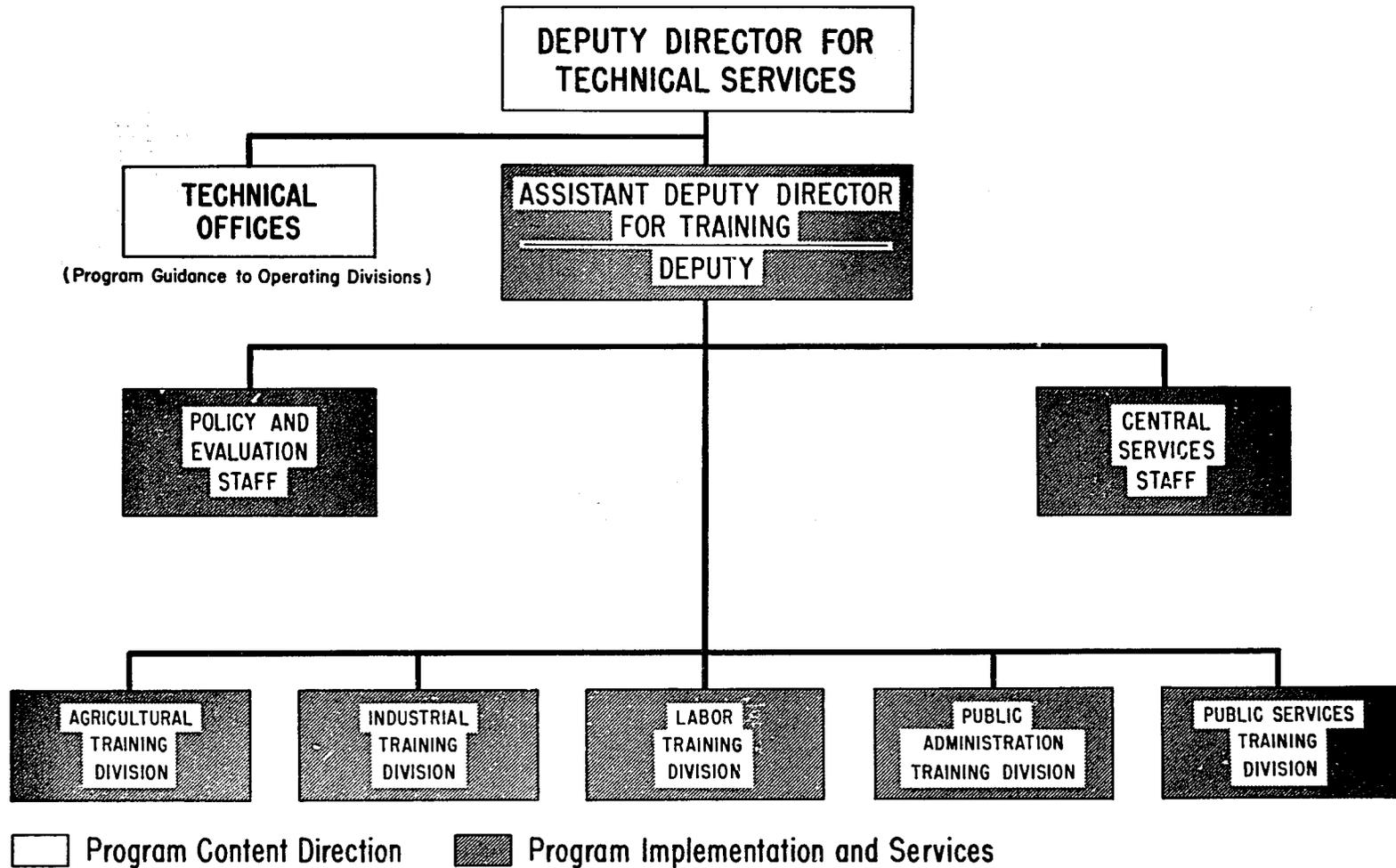
C. Organizational Requirements

The proposed Office of Participant Training (Exhibit 7, page 30) is composed of the following units:

1. Immediate Office

The Assistant Deputy Director for Training would supervise and direct the activities of the Office of Participant Training. He should be an individual of recognized standing in the academic field who is familiar with the complexities and ramifications of operating training programs involving foreign nationals. It would be desirable to have an individual

THE PROPOSED ORGANIZATION MAINTAINS TRAINING PROGRAM DIRECTION - WHILE STRENGTHENING PROGRAM IMPLEMENTATION



skilled in the economics of the newly developing countries, who has had experience with them on an operating basis. The ADT would require the assistance of a Deputy.

2. Policy and Evaluation Staff

Supervised by a Director, this staff would be divided into four branches:

a. Policies and Procedures Branch

Develops and reviews training policy and procedures and, when necessary, reviews training operations for consistency with established policy and procedures. It would be staffed by two professionals and one secretary.

b. Evaluation Branch

Develops and directs a program for the systematic evaluation and follow-up of all ICA participant training. The current evaluation positions in ICA/W (two in S/LAF and four in ITD) would be transferred to this branch and would emphasize USOM rather than ICA/W evaluation. This process would be expanded to cover all functional fields. Follow-up operations should be guided by the recommendations contained in the M/MP Staff Study on this subject dated December 3, 1957.

c. Interagency Liaison Branch

Maintains liaison with agencies and organizations having a separate program involving training of foreign nationals, such as IES, United Nations agencies, the Rockefeller Foundation, and others. The current Training Development Staff-IES liaison function and personnel--two professional and one secretarial--would become this branch of the Policy and Evaluation Staff.

d. Training Staff Development Branch

Backstops USOM training officers, develops standards for training offices and project managers, provides special training for these personnel, refines the existing workload standards for project managers, and prepares periodic staffing recommendations based on these standards. This branch should be staffed by two professional and one secretarial personnel.

3. Central Services Staff

This staff would carry on the present functions of the Central Operations Branch and the Training Services Branch of the Training Development Staff. In addition, two new responsibilities would appropriately be located in this office:

- a. A staff of two professional and one secretarial personnel is needed to guide and stimulate local groups throughout the U.S. in providing hospitality and other community experiences for participants; and
- b. Issuance and review of PIO/Ps would be transferred to this office from the Financial Procedures and Methods Division of M/CONT in order to assure effective control and to centralize full responsibility in the Office of Participant Training. Two professional and two clerical personnel should be transferred from FPM for this purpose.

4. Training Divisions

Within their respective fields of activity, the training divisions would review and approve project proposals and implementation orders for participants; develop or arrange for the development of the substantive content of training

programs; arrange for the execution of the training program by escorting the participants during the program or providing direct instruction; supervise the execution of the training program; develop operational budgets; and negotiate contracts with cooperating agencies and institutions of training.

The Public Services Training Division should include all the personnel of TATS plus the training staffs in the Public Safety and Community Development Divisions, as recommended in the Management Planning Study of the "Office of Public Services Training Functions", dated February 7, 1957.

D. Staffing Requirements

There will be 214 positions in the Office of Participant Training. Of these 214, four will be chargeable to administrative funds and 210 to program funds. Fourteen positions presently charged to administrative funds will either be eliminated or transferred to program funds.

There will be 122 professional and 92 secretarial positions in S/PT. Of the jobs affected in the present offices, 120 will be professional and 94 will be of a secretarial or clerical nature.

Table 1 on page 34 shows both present and proposed ceiling allocations for affected ICA/W offices and staffs, as well as the proposed ceiling for components of S/PT. Thus, 210 positions presently allocated to DD/S offices will be transferred from them; an additional four will be transferred from M/CONT -- FPM. The net ceiling gain or loss as a result of the creation of the Office of Participant Training will be zero.

Table 2 on pages 36 to 38 indicates the positions in DD/S and FPM which will be involved in the transfer and identifies the four positions which must be eliminated in order to provide for the expanded functions of the Immediate Office, Policy and Evaluation Staff, and Central Services Staff of S/PT.

TABLE 1

SUMMARY OF PROPOSED CEILINGS FOR
AFFECTED ICA/W OFFICES

<u>Office</u>	<u>Now</u>	<u>Proposed</u>	<u>Net Change</u>
Training Development Staff	73	0	-33
Office of Industrial Resources	206	123	-83
Technical Assistance Training Staff	34	0	-34
Public Administration Division	31	12	-19
Community Development Division	10	7	-3
Public Safety Division	18	16	-2
Labor Training Division	32	16	-16
Agricultural Training Division	83	63	-20
Office of the Controller -			
Financial and Procurement Methods Div	52	48	-4
Office of Participant Training	0	214	214
	<u>499</u>	<u>499</u>	<u>0</u>

TOTALS			
Administrative	17	4	-13
Program	<u>197</u>	<u>210</u>	<u>+13</u>
	<u>214</u>	<u>214</u>	<u>0</u>

SUMMARY OF PROPOSED CEILING
FOR THE OFFICE OF PARTICIPANT TRAINING

Immediate Office of the Assistant	
Deputy Director for Training	(4)
Central Services Staff	(33)
Policy and Evaluation Staff	(17)
Agricultural Training Division	(18)
Industrial Training Division	(73)
Labor Training Division	(14)
Public Administration Training Division	(19)
Public Services Training Division	(36)

The ceilings listed for the proposed units in the Office of Participant Training represent a transfer of existing positions from ICA/W training offices. Once the office is in operation it is probable that changes in procedures and in distribution of training by field of activity will eventually result in uneven workload among internal units in S/PT. The workload and staffing of S/PT, therefore, should be studied at regular intervals and appropriate adjustments made.

E. Space Requirements

Experience has demonstrated that space arrangements will be instrumental in the success or failure of the proposed Office of Participant Training. The effectiveness of the Office of Contract Relations was seriously handicapped, at its outset, by delays in providing a central unified location for the entire staff.

Unless a central location is furnished capable of housing the entire staff of S/PT in one building or on a single floor of a large building, the anticipated benefits of the reorganization will not be possible. Ideally, the area should also contain lounge facilities, small and large conference rooms, a proper reception room, central file facilities, a small room for a library and study hall (particularly for public administration participants), and space to prepare light refreshments, if no purveyor is immediately available.

The proposals contained in this study cannot be effected until the space requirements are fully met.

Recommendation

That ICA top management accord a high priority to the problem of provision of adequate space for the Office of Participant Training, and that it be in a single building.

TABLE 2SUMMARY OF POSITIONS INVOLVED IN
TRANSFER OF CEILING TO S/PT

<u>Office</u>	<u>Number</u>	<u>Title</u>	<u>Disposition</u>	
			<u>Eliminate</u>	<u>Transfer To</u>
1. OFFICE OF INDUSTRIAL RESOURCES				
Exec. Officer	1	Asst. Exec.	X	
	1	Administrative Clerk	X	
	1	Secretary		CSS, S/PT
Mail & File Unit	1	Cable Clerk		CSS, S/PT
ITD, Office of the Chief	4	Chief, Asst. Chief, Admin. Asst., Admin. Aide		ITD, S/PT
	1	Secretary	X	
	1	Secretary		PES, S/PT
ITD, Evaluation Branch	4	All		PES, S/PT
ITD, Eng. & Scientific Branch	27	All		ITD, S/PT
ITD, Proc. & Tech. Branch	24	All		ITD, S/PT
ITD, Dev. & Man. Branch	<u>18</u>	All		ITD, S/PT
TOTAL S/IND:	83		TRANSFER: 80	ELIMINATE: 3
2. OFFICE OF FOOD AND AGRICULTURE				
Administrative Section	1	Cable Clerk	X	
	1	Mail & File Clerk		CSS, S/PT
ATD	<u>18</u>	All		ATD, S/PT
TOTAL S/FOOD:	20		TRANSFER: 19	ELIMINATE: 1

<u>Office</u>	<u>Number</u>	<u>Title</u>	<u>Disposition</u>	
			<u>Eliminate</u>	<u>Transfer To:</u>
3. <u>S/PUB, TECHNICAL ASSISTANCE TRAINING STAFF</u>				
	1	Unencumbered		ADT, S/PT
	1	Unencumbered		CSS, S/PT
	1	Unencumbered		PES, S/PT
	<u>31</u>	Balance		PSTD, S/PT
TOTAL TATS:	34		TRANSFER: 34	ELIMINATE: 0
4. <u>S/PUB, PUBLIC ADMINISTRATION DIVISION</u>				
Training Branch	<u>19</u>	All		PATD, S/PT
TOTAL PAD:	19		TRANSFER: 19	ELIMINATE: 0
5. <u>S/PUB, COMMUNITY DEVELOPMENT DIVISION</u>				
Training & Res. Branch	<u>3</u>	All		PSTD, S/PT
TOTAL CDD:	3		TRANSFER: 3	ELIMINATE: 0
6. <u>S/PUB, PUBLIC SAFETY DIVISION</u>				
Training Branch	<u>2</u>	All		PSTD, S/PT
TOTAL PSD:	2		TRANSFER: 2	ELIMINATE: 0
7. <u>OFFICE OF LABOR AFFAIRS</u>				
Office of Chief	4	All		LTD, S/PT
Evaluation Office	2	All		PES, S/PT
Participants Branch	7	All		LTD, S/PT
Special Projects Branch	<u>3</u>	All		LTD, S/PT
TOTAL S/LAF:	16		TRANSFER: 16	ELIMINATE: 0

<u>Office</u>	<u>Number</u>	<u>Title</u>	<u>Disposition</u>	
			<u>Eliminate</u>	<u>Transfer To</u>
8. <u>TRAINING DEVELOPMENT STAFF</u>				
Office of Chief	1	Chief		CSS, S/PT
	1	Secretary		PES, S/PT
IES Liaison Staff	3	All		PES, S/PT
Policy & Procedures Staff	1	Asst. Chief		CSS, S/PT
	4	Balance		PES, S/PT
Central Oper. Branch	7	All		CSS, S/PT
Training Services Branch	<u>16</u>	All		CSS, S/PT
TOTAL S/TDS:	33		TRANSFER: 33	ELIMINATE: 0
9. <u>FINANCIAL AND PROCUREMENT METHODS DIVISION</u>				
Analysis Section	2	Analysts		CSS, S/PT
Issuance Section	<u>2</u>	Clerk-typists		CSS, S/PT
TOTAL FPM:	4		TRANSFER: 4	ELIMINATE: 0

Appendix I

Proposed Functional Statement for
The Office of Participant Training

General

- A. The Office of Participant Training (S/PT) has overall responsibility for implementation of the ICA participant training program subject only to the technical review and concurrence of the DD/S Technical Service offices on substantive matters. S/PT is headed by the Assistant Deputy Director for Training who reports to the Deputy Director for Technical Services.
- B. Policy guidance on the ICA participant training program is provided to the Assistant Deputy Director for Training by the Training Advisory Committee. The Training Advisory Committee is chaired by the Deputy Director for Technical Services and consists of the following DD/S Office Directors: S/CM, S/FOOD, S/LAF, S/PUB, S/IND, S/PT, and S/TRANS. The four Regional Office Directors are ex officio members of the Training Advisory Committee.
- C. S/PT responsibilities include development and administration of participant training policies and procedures, provision of necessary facilities and services, development and administration of evaluation and follow-up policies and procedures, and operational and policy liaison with other government agencies, community groups, private organizations, and international organizations.
- D. The division of responsibility between the DD/S Technical Service Offices and the Office of Participant Training is established on the basis of technical and substantive competence. For example, on matters requiring the judgment of an Agricultural Specialist, the views of S/FOOD will prevail. Such matters would include development

and/or review of training programs and itineraries, types of training facilities and/or institutions used, and so on. On the other hand, such matters as development and application of policies and administrative procedures common to all participants (policies on dependents, automobiles, maintenance allowances, and travel, for example) would be a responsibility of S/PT alone.

- E. The Office of Participant Training consists of: (a) the Immediate Office of the Assistant Deputy Director for Training, (b) the Policy and Evaluation Staff, (c) the Central Services Staff, (d) the Agricultural Training Division, (e) the Industrial Training Division, (f) the Labor Training Division, (g) the Public Administration Training Division, and (h) the Public Services Training Division.

II. Functions

The Office of Participant Training is responsible for (a) initiating, developing, interpreting, and applying uniform policies and procedures covering all aspects of the ICA training program, including third country training; (b) developing and administering policies and procedures for evaluation of follow-up of ICA participant training; (c) maintaining liaison with other government agencies, private organizations, community groups, and international organizations involved in training foreign nationals; (d) selection, orientation, and backstopping of USOM training officers; (e) arranging or providing specific facilities and services for participant; (f) planning and administering approved participant training programs.

III. Organization

A. Office of the Assistant Deputy Director for Training (ADT)

The Immediate Office of the ADT includes: (1) the Assistant Deputy Director for Training; (2) a Deputy Assistant who assists the ADT in supervising the operations of the Office of Participant Training; and (3) two secretarial personnel.

B. Policy and Evaluation Staff

1. The Policy and Evaluation Staff (PES) consists of a Director and secretary, and four branches: (a) Policies and Procedures Branch; (b) Evaluation Branch; (c) Inter-Agency Liaison Branch; and (d) Training Staff Development Branch.
2. The Director reports to the Assistant Deputy Director for Training.
3. The Policy and Evaluation Staff
 - a. Develops and reviews ICA training policy and procedures, and, when necessary, reviews training operations for consistency with established policy and procedures.
 - b. Develops and directs a program for the systematic evaluation and follow-up of all ICA participant training.
 - c. Maintains, for the Assistant Deputy Director for Training, close working liaison with all agencies and organizations engaged in the training of foreign nationals (Department of State, United Nations Agencies, Rockefeller Foundation, and others), in order to facilitate the development of new participant training techniques, encourage the standardization of training arrangements where feasible and desirable, and encourage increased flow of information amongst training agencies and organizations.
 - d. Acts as the functional "backstopping" office for USOM training officers, provides special training for such personnel, refines the existing workload standards for project managers, and prepares periodic staffing recommendations based on these standards.

C. Central Services Staff

1. The Central Services Staff (CSS) consists of a Chief and four branches: (a) Central Operations Branch; (b) Training Services Branch; (c) Community Relations and Hospitality Branch; and (d) Training Implementation Branch.
2. The Chief of Central Services Staff reports to the Assistant Deputy Director for Training.
3. The Central Services Staff is responsible for the development of central procedures and systems which provide unified data and arrangements for the entire participant training program, and the actual arrangements for, or provision of, services as follows:
 - a. Issuing participant maintenance allowances; handling health and accident insurance, and security clearances; providing transportation and interpreters, shipment of participants' training materials, and reception of participants and other visitors at the Office of Participant Training.
 - b. Maintaining the central files of S/PT, and the proper receipt, recording, and distribution of S/PT cables and mail.
 - c. Developing and supervising ICA central and regional training facilities and similar projects in the United States, its territories, and abroad. These include the multi-field university contracts, the Hawaii, Puerto Rico, and American University of Beirut training programs, and agreements with the Department of State for initial reception, orientation, and language training of participants; and the American Professional Societies project.

- d. Guiding, stimulating, organizing, and working with local community groups throughout the country who arrange for and provide hospitality and community services to ICA participants.
- e. Reviewing training implementation documents (PIO/Ps) for: (a) adherence to ICA/W training and fiscal policy, (b) development of more effective and orderly document distribution, and (c) methods of improving the documentary implementation of participant training.
- f. Preparing and physically issuing approved PIO/Ps.
- g. Compiling statistical and other data on all phases of the participant training program.

D. Training Divisions

- 1. The training divisions of S/PT are: (a) the Agriculture Training Division, (ATD); (b) the Industrial Training Division, (ITD); (c) the Labor Training Division, (LTD); (d) the Public Administration Training Division, (PATD); and (e) the Public Services Training Division, (PSTD).

Each division is supervised by a Chief who reports directly to the Assistant Deputy Director for Training.

- 2. Each division, in its respective functional field, is responsible for some or all of the following:
 - a. Planning and executing the implementation of approved participant training projects and programs.
 - b. Providing technical supervision, consultation, and guidance to USOMs on matters pertaining to training in its functional field.

A d d e n d u m t o S t a f f S t u d y:

E F F E C T I V E *O R G A N I Z A T I O N* *O F*

I C A *P A R T I C I P A N T* *T R A I N I N G*

International Cooperation Administration
Office of Management Planning
Program Methods Division
July 16, 1958

I. Purpose

Subsequent to the publication on April 4, 1958, of the Staff Study on "Effective Organization of ICA Participant Training", instructions have been issued by the Director, which, when implemented, will have considerable effect on the Agency's responsibilities regarding participant training.

In a memorandum to all USOM Directors, dated May 16, 1958 (subject: "Development of the FY 1960 Mutual Security"), Mr. Smith set out certain views of his own concerning the Mutual Security Program, to be used in preparing the FY 1960 submissions. In this memorandum, he said:

"It is my view, and I believe national policy now accepts the conclusion, (a) that the difficult task of accelerating economic growth and fostering political stability in the less-developed areas calls for major changes in habits, attitudes, approach and thinking; and (b) that these changes are in turn dependent on a greatly expanded effort in the field of training and education." (Underscoring supplied.)

Mr. Smith reached the following conclusion:

"Therefore it will be the policy of ICA...to devote, and encourage other free industrialized nations to devote a greater effort to the development in the less-developed countries of local leaders, administrators, and other types of skilled personnel."

The results would be:

"Efforts in the foregoing direction should include: the operation of expanded training programs /leading to/ a large expansion in training directed toward the development of administrative and technical skills." (Underscoring supplied.)

A specific target was cited:

"A particular goal should be the development of high level human resources in host countries since one of the most serious deficiencies today is the lack of individuals who are qualified to fill the more responsible positions in government, industry, educational institutions, and the like."

The Staff Study has been reviewed in light of the Director's statement, cited above, which obviously places increased significance on training. Comments of interested ICA/W offices and the Bureau of the Budget have also been taken into consideration in compiling this Addendum. It is believed that the Addendum will eliminate several questions which have been raised about points which require further clarification or more precise definition. In so doing, it is hoped that the intent of the survey team is made as explicit as possible.

Viewing the findings of the study and the forceful comments of the Director, we believe that (a) ICA's use of participant training as a tool for achieving program objectives will grow in magnitude and scope during the next several years, and (b) the problems now inhibiting the most effective implementation of participant training will increase rather than diminish, unless steps are taken to effect organizational improvements along the lines proposed in the Staff Study.

II. General

The problems to which the Staff Study addresses itself are whether or not ICA is carrying out its participant training responsibilities in as effective a manner as possible, and whether or not a new organizational alignment might improve this implementation. Basically, the problem is one of centralization vs. decentralization: would a centralized implementing function be superior to the current decentralized training arrangements? Of paramount importance in evaluating the situation is a clear understanding of ICA/W's role in implementing programs developed by the USOMs, generally requiring the training of foreign nationals as part of project-centered technical assistance programs. It is also important to bear in mind that training is not an end in itself but rather part of a larger and more complex program which originates in the field. The question which the Study attempts to answer is this: Is ICA/W organized to react effectively to varying USOM requirements in the training of foreign nationals?

III. Division of Responsibility

Queries have been raised regarding the division of responsibility between the training staffs in the new Office of Participant Training (S/PT) and the residual responsibilities of the substantive DD/S offices, should the proposed organization be adopted. What would the training staffs (that is, the personnel who are currently in the five training offices of DD/S) do under the new arrangement that they are not required to do at the present time? What new responsibilities would be added? What would the substantive DD/S offices be required to do that they are not doing now? What functions would the substantive DD/S offices be relieved of?

The response in terms of the Study is that the functions carried out by the technical offices (i.e., the technical specialists, as opposed to the training officers) would remain almost unchanged. Each of the staffs involved would continue to carry out the functions currently performed with almost no change. The routing of the PIO/P documents would be almost identical to the current distribution pattern. (See flow charts on present and proposed PIO/P distribution, pp. A-9 and A-10). The action copy of a PIO/P document would be sent to the training division involved, with an activity copy concurrently going to the appropriate DD/S specialist. The specialists would not be required to comment on the PIO/P unless (a) they wish to, based on their review of the PIO/P, or (b) their advice is requested by the training project managers. The project managers would proceed to plan the participant's itinerary and consult the appropriate technical specialist, wherever necessary to assure that proper advice is made available to the participant and the project manager during the course of the participant's training in the U.S.

In short, the technical specialists, when required, would be responsible for assuring that the technical content of the training program is adequate to meet the requirements of the project, as they have been described in the PPA and PIO/P, just as they do now. The training staffs, or the project managers, would be responsible for seeing that the physical arrangements for the training are made effectively and in line with existing ICA administrative rules and regulations governing the training program, again, in the same manner as at present.

What is involved in the "technical content of a training program" and what is involved in the "administrative or procedural area"? While it is impossible to divide the two completely, since they overlap and influence one another, the following can be considered as illustrative examples:

1. Technical or substantive matters include items such as university courses to be taken, regions of the U.S. to be visited, type of program to be arranged (i.e., extended formal training vs. short-term travel, consultation, and observation), material and subject matter to be studied.
2. Administrative or procedural matters include per diem rates to be applied, the receipt of status reports from the participant, the approval of vouchers for incidental costs incurred, arrangements for travel and hotel reservations, and the handling of participant's mail and other communications.

Generally, substantive or technical issues are concerned with the nature and objectives of a participant's training program, while the administrative and procedural matters concern how such a training program is carried out. Necessarily, the above examples tend to be more clear-cut delineations; there are many areas of undefined overlapping responsibility, as well, which vary greatly in application from office to office.

All of the DD/S training divisions have now developed a modus vivendi with their respective technical specialists which is apparently satisfactory to all concerned, whereby the specialists are "integrated" or participate in the planning of the content of the participant's training program in varying degrees, depending on the circumstances. Under the proposed reorganization, there is no requirement that this arrangement be changed in any significant way. This participation would be carried out in approximately the same manner that it is carried out at the present time. Possibly the only change would be that the PPA documents would no longer be reviewed by the training divisions. At the present time the Industrial Training Division (ITD) is the only DD/S training office which reviews PPA documents.

IV. Interim Steps

This Study is primarily concerned with the present organization of ICA/W to meet the participant training goals of the agency. It discusses both the strengths and weaknesses of the present organization. But in so doing it is possible that the reader may be led to believe that the only hope for improvement must wait upon the adoption of the proposed solution to the fundamental problem. Although clearly it is the opinion of the survey team that the problem can only be adequately corrected by the adoption of the proposed solution (i.e., the creation of an Office of Participant Training), there are some aspects of the problem which do not need to wait upon the proposed solution.

It is possible, under the present organization of ICA/W for example, to resolve some of the problems resulting from the "inability to develop or revise training policies and procedures" referred to on page 15 of the study. The Deputy Director for Technical Services could at once formally delegate to the Chief of the Training Development Staff (with opportunity for redelegation downwards) the power to resolve conflicts of training policy, implementation, and procedures, and to make a final determination thereon, subject to appeal by DD/S Office Directors to the Deputy Director for Technical Services. It should be emphasized that this in no way would be a substitute for the adoption of the proposed reorganization, but it would tend to lessen the handicaps upon the training program created by the present arrangements. An interim step of this sort is implied by the underlined comment at the bottom of page 15.

Another step possible under the present organization would be the physical consolidation of the training staffs so as to provide the urgently needed elementary physical facilities for the reception of foreign visitors. This need is discussed on page 24. This physical consolidation would also provide the first effective "cross-pollination" of training ideas and techniques among project managers. Such a step is long overdue.

It would be possible, also, to begin the expansion of certain S/TDS functions in anticipation of the creation of the Office of Participant Training. The present staff available for communication with, and organization of, the community relations program in participant training is woefully small. The Study recommends that "a staff of two professional and one secretarial personnel" be established in the Central Services Staff of the new Office of Participant Training. This function at present has the attention of only one person on a part-time basis.

Both an evaluation branch and an inter-agency liaison branch might conceivably be established in S/TDS until a transfer to the new Office is established. The functions of these two branches are outlined on page 31. The problems they are designed to overcome are discussed on pages 18, 20, and 23.

Many of the problems, of course, cannot be met short of creating the recommended Office of Participant Training headed by an Assistant Deputy Director for Technical Services. If the major step must be postponed, the illustrative interim steps can and should be made. They require no basic reorganization, and will result in easing some of the problems recognized in this study.

V. Possible Alternatives

An analysis of the organization needs of ICA/W to meet more effectively its role in participant training is included in the Study, and on page 27 appears the proposed solution to this basic agency need. Although three "possible" solutions were noted there, it was the hope of the survey team that solution number three -- the establishment of an Office of Participant Training and the creation of an Assistant Deputy Director for Technical Services -- would be adopted.

The establishment of a central training office without creating an Assistant Deputy Director for Technical Services to direct it (solution number one, page 27) would not solve all the fundamental problems now present in ICA participant training by any means. The opportunity to secure, as director, a man of outstanding prestige and ability would be lessened; the director's ability to negotiate informally with counterpart officials in other Government agencies would be almost impossible, as the function

is usually assigned, in other agencies, to a person of the equivalent rank of an Assistant Deputy Director or higher. But most important, the creation of an Office Director instead of an Assistant Deputy Director would deny the head of the training organization sufficient operational authority and control of the program to institute the badly needed changes noted in the study.

There are inherent disadvantages to an organization which is administered by the "staffless czar" concept (solution number two). Any senior official placed in charge of an operation carried out by a scattered collection of offices reporting to senior officials other than the "czar" is severely handicapped. He has no direct means of enforcing any policy decision; he has inadequate means of assessing whether his determinations are actually translated into action; and he has no opportunity to restructure the organization to meet pressing needs in even the most minor manner without resorting to cumbersome and ineffective mechanisms. In short, he can lend prestige, he can offer original and far-seeing ideas, and he can perform valuable liaison with other Government agencies, but he cannot administer nor can he control -- and the current problems lie, in large part, in the area of administration and control.

To insure that the advantages of the proposed Office of Assistant DD/S for Training are fully realized, it is essential that the proposed Assistant DD/S control the daily operationz of the entire ICA/W training operation and that he be ably advised by substantive divisions in establishing training policy. In this way the body of the organization will be capped by an administrator who can exert effective control over the operations of the training function.

VI. Organizational Vs. Non-Organizational Problems

It has been pointed out that many of the problems brought out in the Staff Study are non-organizational in nature and that, therefore, a major re-organization would not be required to correct them. Such problems include policies on university degrees, per diem rates, the desirability of dependents accompanying participants, the use of standardized reports both by and about participants, and the use of automobiles. It is contended that more effective enforcement of existing or contemplated policy would tend to alleviate some of the inconsistencies currently found in the application of these policies.

This argument, it is believed, misses the point of the findings. Why have training policies and policy enforcement become so confused in the first place? The question is not merely "how we can straighten out the present policy problems" -- it is "how can we prevent such problems from arising in the future".

* * *

It is our belief that the existence of these problems in the first place reinforces the argument that to have effective policy enforcement, it is necessary to have an organization where authority can be exercised to insure uniform application. Such an organization does not now exist under ICA/W's currently dispersed pattern of organization. Imposing another administrative layer (an Assistant Director for Training) to police the application of policy without giving the officer involved any authority would not solve on a continuing basis the problems cited. When these problems are traced back to their earliest origin, they can in most cases be attributed to the deficiencies in the agency's organizational patterns. Adding more "coordinators" of policy will not solve this problem. What seems needed is a regrouping of the functions of training implementation under one officer who can exercise clear, crisp lines of authority to insure effective development and application of ICA training policies and procedures.

VII. Summary

If ICA's training problems -- policy and procedural -- are to be measurably improved, an effective organizational realignment is imperative. The Director has stated a policy which should have the result of adding impetus to the size and scope of ICA's training activities. In addition, Congress has authorized the sum of \$8 million above the request of the Executive Branch for bilateral technical cooperation, with the understanding the increment would be used for two purposes: personnel improvements (such as language study) and participant training. If the agency is to be geared to carry out the desires of Congress and the Director in an effective, efficient manner, it is recommended that the proposed Office of Participant Training be established as quickly as is practicable. The following sequence for phased implementation is suggested:

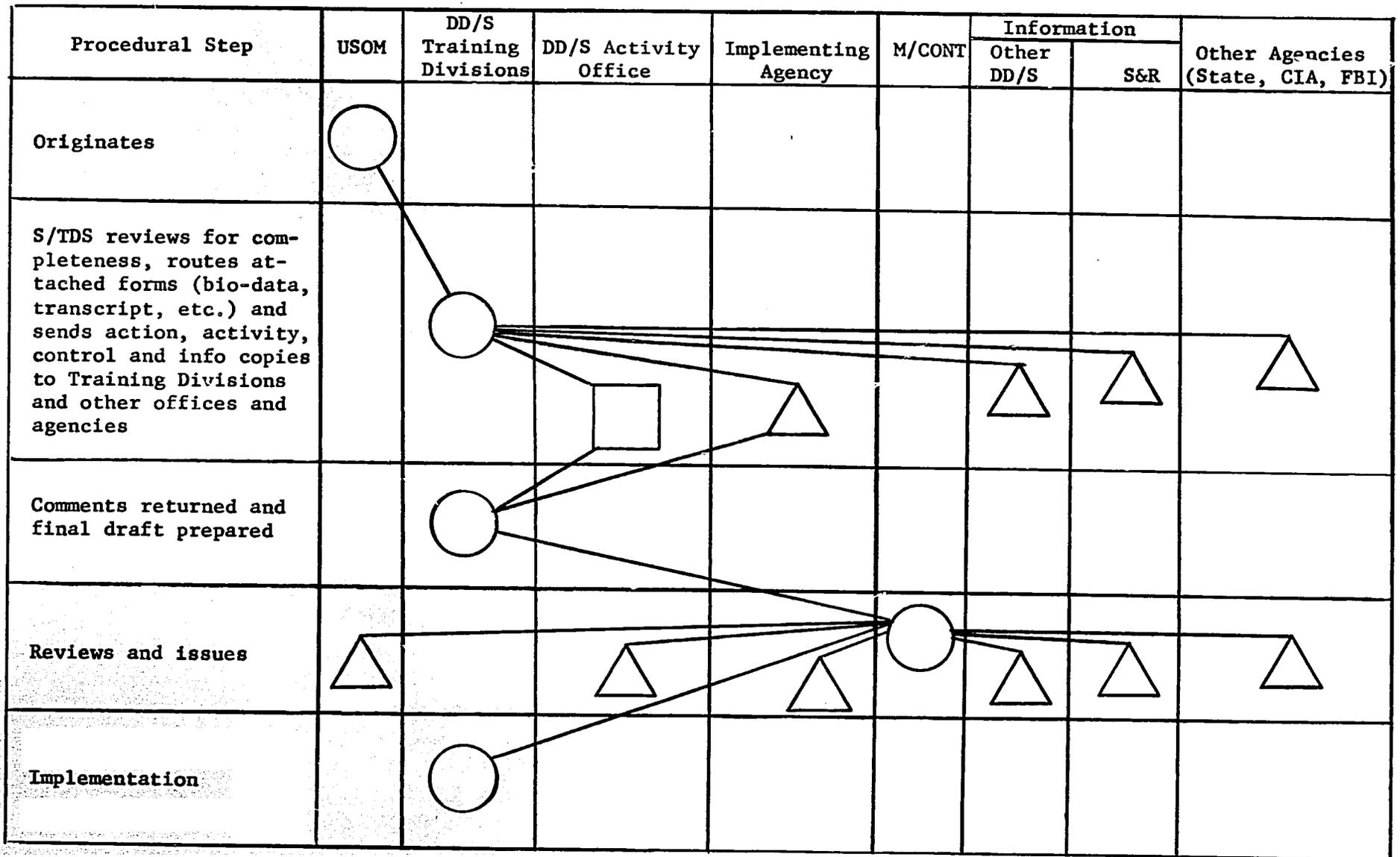
ACTION REQUIRED

The reorganization of ICA's participant training function is a complex undertaking. It should only be taken after complete discussion with the several offices that will be affected. Assuming that the fundamental concept involved - (i.e., that the advantages of centralization outweigh the disadvantages) - will be approved, it is believed that the following steps would logically follow:

<u>STEP</u>	<u>ACTION OFFICE</u>
1. Distribution to USOMs for Comment	DD/M
2. Decision	D/ICA
3. Selection of Assistant Deputy Director for Training	D/ICA
4. Reallocation of Space	DD/M
5. Publication of Functional Statement	DD/M
6. Physical Transfer of Offices	DD/M
7. Assistant Deputy Director for Training Assumes Full Responsibility	DD/S

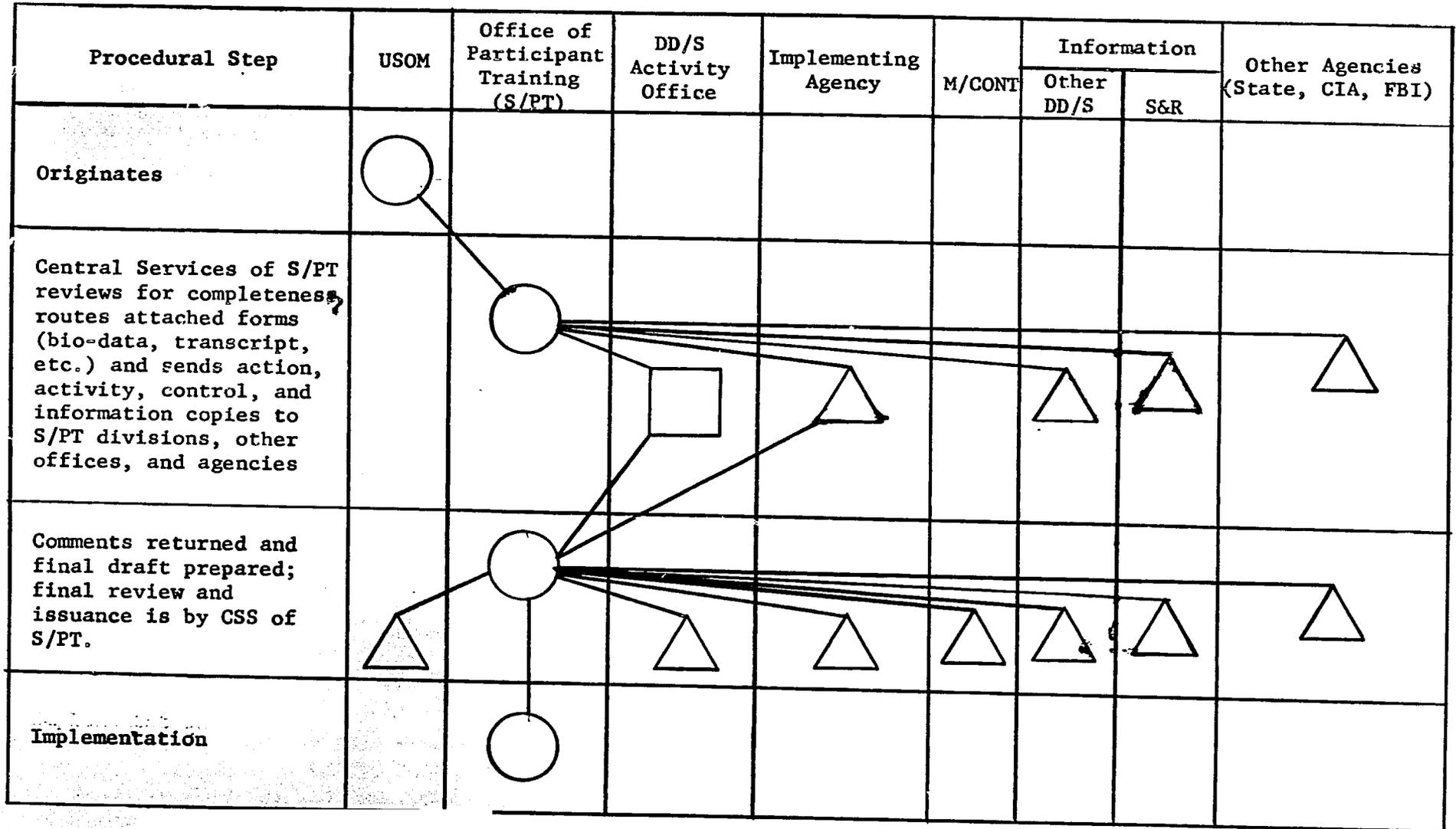
SIMPLIFIED FLOW CHART OF PRESENT ICA/W DISTRIBUTION OF PIO/P'S

A-9



- - Action
- △ - Information
- - Review (may direct training units to make changes in programs - otherwise action proceeds)

SIMPLIFIED FLOW CHART OF PROPOSED ICA/W DISTRIBUTION OF PIO/P'S



A-10

○ - Action

△ - Information

□ - Review (may direct training units to make changes in programs - otherwise action proceeds)