

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D. C. 20523  
**BIBLIOGRAPHIC INPUT SHEET**

FOR AID USE ONLY  
*Batch 39*

1. SUBJECT CLASSIFICATION	A. PRIMARY	TEMPORARY
	B. SECONDARY	

2. TITLE AND SUBTITLE  
A study of some key U.S.A.I.D. jobs: appendix D. the division chief

3. AUTHOR(S)  
(101) American Institute for Research

4. DOCUMENT DATE 1964	5. NUMBER OF PAGES 102p.	6. ARC NUMBER ARC 353.1.A512
--------------------------	-----------------------------	---------------------------------

7. REFERENCE ORGANIZATION NAME AND ADDRESS  
AIR

8. SUPPLEMENTARY NOTES (*Sponsoring Organization, Publisher, Availability*)

9. ABSTRACT

(Dev.--Development Assistance R&D)

10. CONTROL NUMBER PN-ACC-462 AAC	11. PRICE OF DOCUMENT
	12. DESCRIPTORS
	13. PROJECT NUMBER
	14. CONTRACT NUMBER Repas-10 Res.
	15. TYPE OF DOCUMENT

APPENDIX D  
to  
A Study of Some Key USAID Jobs

THE DIVISION CHIEF

American Institute for Research  
Washington, D.C.

JUNE 1964



DIVISION CHIEF

Outline of Functions

I. PARTICIPATES IN PROGRAM DEVELOPMENT

A. Obtains Information

1. Confers with potentially knowledgeable people
2. Selects and reads documents
3. Assigns subordinates to obtain information
4. Evaluates information
5. Observes host country conditions

B. Develops Project Plans and Revisions

1. Reviews proposals
2. Formulates and justifies project ideas
3. Explores feasibility of project plans and details

C. Manages Document Preparation

1. Develops and guides working arrangements
2. Reviews, edits and evaluates documents prepared by subordinates
3. Writes or rewrites documents in required terms and format

II. PREPARES PROJECT IMPLEMENTATION DOCUMENTS

A. Reviews Background Information Relevant to Projects

1. Confers with staff
2. Reviews documents
3. Obtains clarifications

B. Directs Document Preparation

1. Writes, revises, edits development grant implementation documents
2. Reviews loan applications
3. Confers with program office concerning details of documents

### C. Conducts Negotiations With Host Government Officials

1. Negotiates details of development grant implementation documents
2. Negotiates details of loan applications

## III. MANAGES PROGRAM

### A. Monitors and Guides Projects

1. Obtains information on project status
  - a. confers with project staff, other American personnel, and host country personnel
  - b. reviews project reports and correspondence
  - c. visits project sites
  - d. solicits appraisals from others
2. Prevents or corrects project deficiencies
  - a. assigns, adjusts, and advises on duties and responsibilities
  - b. procures needed equipment
  - c. advises subordinates on plans, and procedures
  - d. persuades host government to honor commitments
  - e. deals with host conditions and complications
  - f. coordinates U. S. activities
  - g. motivates project personnel
  - h. provides training
3. Evaluates projects
4. Guides project phase-outs
  - a. advises mission personnel
  - b. arranges details of disposition of equipment and personnel
5. Manages division participant training
  - a. advises on selection and administrative procedures
  - b. evaluates participant training efforts

B. Provides Information Concerning Project Progress

1. Prepares or reviews progress reports and correspondence
2. Gives formal and informal briefings

IV. CONTRIBUTES TO MISSION MANAGEMENT

A. Directs the Technical Division

1. Supervises subordinates

- a. provides orientation and information
- b. evaluates performance
- c. develops skills; counsels
- d. settles disputes
- e. handles special behavior problems

2. Manages operations

- a. interprets policies, regulations, and manual orders
- b. assists in recruiting and selecting personnel

B. Assists in Other Mission Activities

1. Receives visitors

- a. provides briefings
- b. develops itineraries and schedules conferences
- c. accompanies visitors on field trips

2. Socializes with personnel from other U. S. agencies, other donor agencies and the diplomatic community

V. WORKING RELATIONS WITH HOSTS

A. Develops and Maintains Relations with Host Government Officials

1. Participates in social activities
2. Cultivates friendships

B. Acts as Consultant or Advisor to Host Nationals



## USAID DIVISION CHIEF

### I N T R O D U C T I O N

The functions outlined for this position are necessarily idealized: the number of them carried out by any one man, and the extent of his efforts in any one function, obviously depends upon such factors as the size and nature of the mission's program in the specific technical area, the relative importance of the area to overall program and host country objectives, and the particular capabilities, interests, and work habits of other mission personnel, host government personnel, and the incumbent himself. The variations observed range from a position in which the incumbent was extremely busy with both USAID affairs and voluntary activities concerning his professional field, to a position in which the incumbent was almost literally jobless because the program in his specialty was relatively small and he was continually by-passed by both host government personnel and his superiors in the mission. On a hypothetical scale of "busy-ness," most Division Chiefs by far were closer to the idle end. <sup>1/</sup>

Similar observations are valid for specific segments of the job. For example, the extent and nature of interactions with host government officials

---

<sup>1/</sup> A supplementary part of the data-collection effort in this study consisted of one full day of observation of each incumbent. On these days almost all incumbents were observed to have "light" activities. This finding is consistent with observations made during extensive interviewing and information provided by other mission personnel.

covered a wide range, with the bulk of the incumbents having minimal interactions of any kind. A majority of these men indicated that contacts were relatively few because of resistance on the part of the host government officials.

The Division Chief's job can be broadly viewed as consisting of planning and carrying out specific development projects, together with the administrative and social tasks required in support of these two substantive functions. Of the four positions studied, it is through this one that most of the Agency's practical successes and failures are realized. Although direct changes could be achieved by Deputies and Program Officers, their impacts can legitimately be indirect as well. The Division Chief must produce change directly. It is through him and his staff that the Agency's policies, procedures, organizational units, its entire overhead in the missions and in Washington, meet the realities of concrete project events, and things in concrete situations. It is these people who must produce palpable results in the face of real problems. The predominant complexities and difficulties encountered in carrying out these functions stem chiefly from the milieu in which the job is conducted, i.e., as part of a highly organized U. S. government agency attempting, in conjunction with other U. S. government agencies, to assist in the progress of underdeveloped, and in some instances newly independent countries, which are receiving assistance from other sources as well. It is these environmental considerations that engender various specific problems to be cited in the discussions of specific functions, such as coordination difficulties, personnel inadequacies, conflicting objectives, vested interests, contradictory policies, and information gaps, to name but a few. Several difficulties and observations which pertain to many specific functions will be discussed below.

A fundamental question about any job is "who is the man's boss?" Even this question cannot be answered unequivocally. In some missions it

is the Director, in others it is the Deputy Director or a chief of several divisions. In many missions it is sometimes one person, and sometimes another. In all the missions visited the Program Officer had responsibility for some aspects of the Division Chief's job; in only some missions did he have authority as well. Incumbents are unclear on these matters, and will often view the Director as their immediate superior in an effort to avoid the confusion of conflicting authorities. Even when he is clearly not their immediate superior, incumbents turn to the Director in an effort to cut corners or to obtain a reversal of a decision made by the designated supervisor.

What is the Division Chief's role with regard to the host government? If he views himself as an "advisor," and as a means of stimulating self-help efforts, both of which seem to imply to incumbents a relatively passive role, he feels that "nothing will get done." He thus finds himself confronted by two seemingly contradictory considerations: to get things moving, and to assist the host government to carry out what it chooses to initiate. In actual fact, while the conflict is reported, the predominant procedure is for the incumbent to inform the host government about the project plans decided upon by the mission, rather than to guide or advise on the initiation of plans by the host government.

What is the nature of the planning function? It is, or should be, a complex task based upon needs, resources, policies, past experience, host government wishes, and consideration of broad elements such as the planned activities of other divisions and other donor agencies. The task is complicated by such factors as lack of information, lack of experience or skill in planning, conflicting pressures, budget uncertainties, and seemingly unrealistic requirements imposed by the hosts and/or AID/W and/or Program Office. While several of the incumbents indicated awareness of these complexities, planning efforts appear to be directed more toward

avoiding the complications than toward meeting and perhaps overcoming them. For example, coordination is attempted infrequently, procedures for obtaining useful information are not instituted, etc. In some instances, incumbents have expressed a "defeatist" attitude, i.e., they feel it is futile to do a thorough job when Washington can cut or eliminate the project with little or no knowledge of local needs or events.

With whom does the incumbent work? The number and quality of both Division personnel and the counterparts involved in project work are among the key sources of difficulty. These factors are also complicated by the fact that the Division Chief has little or no choice, ordinarily, in who is assigned, and there is little or no corrective action he can take about incompetence, other than to provide counseling or informal training. The problem of lack of control applies to both U.S. personnel and their counterparts. In some instances it is easier to correct U.S. personnel problems; in other instances it seems to be easier to correct problems involving host national counterparts. Of the two types of problems, the latter is a more important consideration from a long-term point of view since the Division Chief is concerned with pointing toward ultimate phase-out of U.S. efforts and take-over by host nationals. From a shorter point of view, problems involving U.S. personnel are paramount since they more directly involve specific project "success" and the image of the U.S. Both types of problems not only involve the Division Chief in a supervisory or administrative role; they also require him to spend a significant portion of his time in the substantive work itself.

Other factors which cut across several functions include the uncertainties of program development, the necessary changes in both planned and on-going projects, the influence of both U.S. and host country political considerations, and differences in views and requirements between the mission and AID/W. In addition, there is the problem of job insecurity

which engenders the attitude: "don't rock the boat." This is a particular problem for Division Chiefs because of the possibility of changes in program emphasis and the shift in policy from direct hire to contract personnel in technical fields.

Each of these, as well as each of the considerations cited above, can itself disrupt or preclude effective job performance. When they occur in combination, and are further complicated by the more specific problems to be cited below, it should not be surprising that so many Division Chiefs are often idle or are engaged in relatively inconsequential work such as supervising vehicles or ordering supplies.

## FUNCTIONS

### I. PARTICIPATES IN PROGRAM DEVELOPMENT

The Division Chief contributes to the development of a program within his specialty by identifying host needs, formulating and reviewing project ideas, creating the necessary conditions for acceptance of the ideas, and managing the preparation of necessary documents. The extent to which he is involved in these functions varies from mission to mission. The degree of involvement appears to depend upon several factors such as the size of the mission, the role of the mission administrators, the emphasis placed by the Agency for International Development/Washington (AID/W) and the mission on his specialty, and finally, his own inclinations and capabilities. For example, a small mission, headed by a strong director, may require little assistance from the Division Chief while a large and active mission would almost necessarily require delegation of responsibility to the technical divisions and particularly to those divisions concerned with the key development projects. However, many of the incumbents interviewed reported that their particular roles in their missions were more or less unclear to them.

Difficulties in carrying out the functions pertaining to program development are found both within and outside the mission. Within the mission, decisions and commitments in a technical area may be made by administrative personnel, such as the Director, the Deputy Director, or the Program Officer, without consulting the Division Chief--at times without informing him even after the fact--leading to poor morale, frustration, and embarrassment in dealing with host government officials.

Outside the mission, problems center around the host government officials and other donor agencies. The officials are often political appointees who have varying degrees of competence in the specialty area and suggested projects are apt to be based on self-interest or political expediency. At times problems are hidden rather than disclosed so that they can be solved. There also tends to be fairly rapid turnover and little regard for the wishes or commitments of one's predecessor. Coordination or integration of the division Chief's or the mission's proposals with the plans of other agencies is a formidable task involving political and economic rivalries (with their attendant secrecies and ambiguities) and subtle political wishes and actions on the part of the host government officials. It may also involve planning skills of a high order since there may be a likelihood of potential overcommitment by the host government to a diversity of aid sources.

#### A. Obtains Information

To effectively contribute to program development, the Division Chief is required to obtain information from a wide range of sources about a variety of topics, including such subjects as demographic, geographic, political, economic and cultural conditions of the country, and policies and wishes of the United States government.

##### 1. Confers with potentially knowledgeable people

To obtain these types of information he confers with Ministry officials to determine what statistical information they can provide, such as population figures, breakdowns on trained vs. non-trained persons within special technical fields, or geographical information on terrain, climate, and soil of the host country. He also tries to obtain their views on development priorities. A major difficulty

in performing this activity is in contacting the officials. They are busy, sometimes disinterested, or prefer to deal with the Director. Information flow is poor. To supplement information obtained from the host officials, the Division Chief may call in other U. S. advisors, consultants, technicians from other missions and request that surveys be made to observe and report on existing conditions in the host country. These survey reports are used as a basis for determining the scope, immediacy, and value of development within a specific area.

Third country groups are another source of information. Although the host Ministry sometimes requests all groups to cooperate, they do not force them to do so. Third country groups may refuse to inform anyone of what they are doing, as illustrated in one of the incidents below.

Host nationals are another source of information. Informal conversations on education, agriculture, etc., and problems encountered in these fields provide the technicians with the views and observations of private citizens to supplement those of the government officials.

Consulting representatives of host institutions and research groups also provides information. If the information is furnished by the host to the Mission, but not made available to the Division Chief due to poor administration, then the Division Chief is faced with the embarrassing situation of obtaining the information directly from the host group.

\* \* \* \*

In order to formulate plans for training, I needed information on the levels of competence, existing training programs, and the total number of people involved. I was able to talk to a ministry official about these matters on the basis of our

personal friendship. Otherwise I would have had to work through many people on his staff to provide the information.

\* \* \* \*

There are times when I can't get the information I need so I simply put my cards on the table. When the project first got under way I went to see the Minister to get some idea of what type of personnel training would be most beneficial. The Minister was very uncooperative and would not discuss the area. When I recognized this resistance I told the Minister very frankly, "if we are going to provide assistance for you I have to get certain information in order to establish a program which will be of value. I have to know what problems you are having. Some of your problems we won't be able to help you with by training, but if you can't be honest and frank, I can't help you at all." The Minister saw the plain common sense of this. We discussed this workable approach and from then on I encountered little resistance in getting the Minister to tell me about personnel training problems.

\* \* \* \*

It is a problem to try to find out what is really going on within the Ministry. I should have a go-between to contact people in the Ministry. In this country the third channel for communication is indirection. Some agencies have men on a double payroll; that is, they have men on their payroll who are also on the Ministry payroll. Thus they have an inside track as to what is going on. I put in a request for such a liaison man but it was turned down by the Deputy Director.

\* \* \* \*

A group which is trying to aid the host country refuses to inform anyone as to what they are doing. I tried to gain their cooperation by inviting them to committee meetings, to social affairs, and

asking their advice. So far, I have not been successful. For example, the group constructed a building next door to an AID center and didn't consult with anyone about what they were planning to do. The Ministry has formally asked all groups to cooperate and follow standard plans, but no one is forced to do so. This particular group continues to act independently.

\* \* \* \*

An official of a research institute was trying to get a contract with the host government to conduct some experimental work in my specialty. He called me and asked to discuss the project and asked if I had seen the plan. I had not, and was not aware of such a plan. The representative said this was strange because he had given a copy of the plan to my boss 2-3 weeks ago. We decided to hold the discussion anyway, and the representative brought a copy of the plan to the meeting for me to see.

\* \* \* \*

One project called for a trial of a specific equipment utilization procedure in two institutions. I was to check with these two universities to see if the equipment was really needed, and if anyone objected to the procedure. I went to one institution and gathered some facts. I needed more data. I have done nothing to get more data, have not informed anyone of my results thus far. My supervisors have probably dropped the idea because nothing more has been said to me.

\* \* \* \*

## 2. Selects and reads documents

To contribute to his overall understanding of host needs, the Division Chief will read various documents. He may have at his disposal reports prepared by other groups which will provide factual

information as well as information on their activities and intentions in a given area. Statistical records are checked, previous program documents are reviewed, reports from the Embassy, technicians, and Division Chiefs are read when available, and the Division Chief reviews host publications in order to prepare cost estimates and to determine quantity and variety of host needs. As in most technical work, a major problem is to be able to distinguish between the relatively large amounts of useless matter and the usually less abundant relevant materials, before time and effort have been wastefully committed. Furthermore, there is often a scarcity of known, available, directly germane material upon which to base hypotheses, from which to draw conclusions, etc.

The Minister requested that the AID mission provide certain English language materials. I turned the problem over to my subordinate and asked him to check the catalogs and find out how much they would cost. He did this, and sent it to the Minister and the Deputy Director. The Minister questioned his figures by telephone, and the subordinate checked again. He discovered that the document from which he had been working was printed by a foreign firm and the prices quoted had been in foreign currency, which he had read as dollars and cents. We recalled the memos and destroyed them.

\* \* \* \*

### 3. Assigns subordinates to obtain information

When information is not readily available from personal or documentary sources, the Division Chief may assign subordinates to obtain it by visiting sites or gathering data. A frequent difficulty is the need to use inexperienced personnel who provide erroneous evaluation of information.

The man who came to analyze and evaluate requests for loans had never been overseas before and had been "oriented" in Washington by people who had no first-hand knowledge of the host country. I had to make all his contacts for him and the man never quite "adjusted" to the host's problems. I felt that his lack of experience left him unequipped to interpret the local data. For example, he took production figures at face value, and I had to insist that he check on them. His report was "naive" and I had to edit it section by section.

\* \* \* \*

I wanted to use a technician to visit other sites around the country and make preliminary studies of potential development projects. I was overruled by the Program Officer. He thought it was not a good idea because the host government might interpret this as a commitment.

\* \* \* \*

#### 4. Evaluates information

Evaluation of information may reach very complex levels. For quantitative data, errors or inconsistencies must be inferred and somehow corrected. For all types of data, the reliability of the sources must be considered and judgments must be made of the potential relevance of diverse material. In addition, the Division Chief may be called upon to evaluate information which is ordinarily outside of his nominal area of competence.

The host government's classification of certain products is misleading. Wool production was placed under "food", but wine is not found in that category. Situations like this made it necessary to seek more detailed information and revise figures accordingly.

\* \* \* \*

I was trying to analyze some of the construction phases of the loan application. Realizing that as a \_\_\_\_\_ I was not competent to pass such judgments, I called my boss and explained the difficulty. I explained that I needed the assistance of a specialist to check some phases of the plans. When he evaded the issue, I gave up and went back trying to do the analysis myself.

\* \* \* \*

After working out my estimates of their needs I decided to ask the host government how many items they felt were needed. The officials worked out a set of figures and I found them to be closely similar to my own figures so I accepted them.

\* \* \* \*

In spite of my best efforts, all cost estimates for the initial sector of school construction are grossly in error. One factor contributing to the error was the incompetency of consultants sent out on Temporary Duty (TDY) by AID/W. One man stayed for 5 days and was shipped out of the country, the second stayed for three months but his figures were not accurate.

\* \* \* \*

##### 5. Observes host country conditions

Direct observations of host country conditions is another step in obtaining information, particularly with regard to conditions that present opportunities for development. The overriding problem in carrying out this function is reported to be lack of time or opportunity for leaving the office or the capital city. The function is rarely accomplished, and no specific occurrences are available for citation. However, surveys might be instituted to learn details of conditions and resources, as in the following example:

To support my ideas I have had regional AID advisors come for two weeks and report on

the possibilities for development. Their reports were positive and I made them known to my superiors.

\* \* \* \*

## B. Develops Project Plans and Revisions

This function represents the distillation of information about what is needed, what is desired, and what is possible. The Division Chief recommends projects based upon his own views, the views of the host government, and the views of other mission personnel. One of the chief problems is the inability to determine objectively which of many possible projects in a particular specialty would be optimally valuable ones; it is even more difficult for Technical Division Chiefs to determine objectively the potential value of projects in their specialties as compared with projects in any or all other specialties. In addition to the substantive factors entering into the recommendations, the Division Chief must consider various non-technical factors such as the overall aid policies of the mission. For example, one incumbent pointed out that it was difficult to "sell" education projects such as curriculum development to "the front office" because the benefits would be long-range and intangible.

### 1. Reviews proposals

Suggestions for projects or for project revisions come from host government officials, mission personnel, AID/W, and other U. S. agencies on the scene (particularly the Embassy). The Division Chief reviews these proposals for practicality, need, and conformance to AID/W and mission policies and regulations. Ideally, perhaps, the bulk of the suggestions would emanate from the host government. Actually, this appears to be more the exception than the rule. As one incumbent put it, "if the U. S. waited for them to develop proposals, nothing would ever be done." The Division Chief often needs to "educate" the officials about AID's purposes and possibilities and to advise on the most appropriate proposals within his technical field. A complicating consideration is that proposals from the host government are apt to represent departures from on-going projects because of changes

in host personnel and reviews of such proposals involve considerable attention to "non-substantive" considerations. Another problem in this function is the bypassing previously cited, i.e., proposals are approved at a higher level with no review opportunity given to the Division Chief. When this occurs, he can only defer to the judgment of his superiors or write a paper outlining his position. A related problem occurs when the Division Chief turns down a request from the host government, on the basis of clear regulations or policy, and then "the Director of AID/W pulls the rug out from under him" by approving the proposal. This apparently does not occur often.

I received an information copy of an airgram from the mission to AID/W explaining that my division supported the plan and was gathering facts on how to implement the project. The airgram listed me as having drafted it, but I had not. Furthermore, I did not support the plan because the facts so far did not indicate such a plan to be feasible. Further, no additional facts were being gathered. I had not been consulted at all about the airgram. My first knowledge of it was when I received the information copy. If I had been consulted I would have advised against the project until more facts could be gathered.

\* \* \* \*

A plan came from Washington to provide free assistance of \_\_\_\_\_ to every child. I objected to the "free" nature of the assistance. I felt that a fee should be charged and the funds thus gained could be used to purchase replacements in the future. I expressed this thought to a representative from \_\_\_\_\_, but was rebuffed with a statement about the political nature of giving free things to host children.

\* \* \* \*

One of the current proposals called for aid to a normal school, where the teacher training project is being carried out. The Minister asked for a meeting about this. He explained that since some students and teachers were being shifted around at the school because of the plan, then more money was needed. I tried to find out just how the suggested extra money would be spent. The Minister hedged, refusing to give a direct answer. I decided that what was really wanted was "palm money" either for the Ministry officials or for the teachers in the normal school.

\* \* \* \*

During the course of a rare meeting with the Minister, the Deputy Director committed us to providing a particular type of training aid for local schools. After the meeting, I was charged with seeing what could be done about getting those items. I was very negative about the whole plan. I leaned toward another method but realized that we would have to carry out the Deputy Director's commitment. But I know that AID is going to blanket this country with the other method in the next few years. We are investing heavily in a complete backup system for it. Why can't we wait? What to do with them...the schools don't have the facilities for them...I felt we were overextending ourselves.

\* \* \* \*

## 2. Formulates and justifies project ideas

The specific ideas are generally written up and submitted for review to the Division Chief's superiors; and then are submitted through them to AID/W. There is usually informal conversation about them beforehand. The ideas and papers may be worked on independently or with other interested parties. Problems encountered include lack of clear guidelines from the Director and the Program Officer, delays in obtaining

the necessary or desired reviews, and the inaccessibility of knowledgeable people with whom the Division Chief needs to discuss his ideas. Several examples illustrate the problem of "selling" one's activities in the face of an opposing "front office" viewpoint. There is often fundamental disagreement between the Division Chief and the Program Officer or Director as to the role of a given specialty area in furthering the general goals of the mission.

I had an idea about utilizing the Peace Corps Volunteers in my work and I outlined my idea to the Peace Corps country representative. He thought the idea was feasible, so we had other meetings to work out details. I discussed the proposed project with the Mission Director and received his approval. The Peace Corps representative did likewise with the Peace Corps Headquarters. With this approval, we drew up a formal proposal. The proposal was submitted to the Minister who readily approved.

\* \* \* \*

When I began to formulate a concrete program for \_\_\_\_\_ I wanted to establish a participant training program. Training in the states would provide us with qualified people to take over when we phase out. I explained why and how I wanted to utilize this training to the Director and got his approval.

\* \* \* \*

An advisor and I prepared a draft proposal on establishing a \_\_\_\_\_ college. The Director reviewed the draft and found it lacking in specifics: number of students to be trained, coordination with other divisions, tie-in with host development goals. It was not accepted and required further work.

\* \* \* \*

I recommended to the Program Officer that a special public health evaluation project be established. The man serving as Program Officer at this time felt that health had no economic impact, so was reluctant to consider the project. To combat this, I wrote a lengthy paper on the economic impact of public health, stressing facts such as work days lost because of sickness.

\* \* \* \*

One of my first tasks assigned by AID/W was to comment on the host country's most immediate need in the field of education. My reply was that the biggest need was for an increase in training for school teachers because of the booming population. Washington fired right back for me to draw up a plan for this. A realistic plan for this was worked and sent to AID/W. They loved the plan so much that they added money. This caused a revision upward of the plan. Then Congress cut funds to a point less than called for in the original realistic plan. This caused a downward revision. Then some money was restored, causing another revision of education plans. Eventually, the final amount of funds available was fixed, and the Program Agreement was written.

\* \* \* \*

The Director and I rarely "communicate" with each other--we do not seem to speak the same "language". The Director was driving for an integrated program that would have a real impact on the local economy without having the capability to integrate it himself. On the other hand, I constantly referred to the need to go slow, establish rapport and good relationships in order to have the advice acted on.

\* \* \* \*

I don't really know how far I should go in arguing my position that my specialty is an essential part of development. I don't know whether the front office wants to hear this kind of argument in favor of a technical specialty or whether they think that I am simply being rigid and narrow when I make this kind of argument. My problem lies in finding ways to justify my program in terms that the Program Office and the front office will understand. I must be able to tie in each project with the basic objectives of the mission. One problem here is that the basic objectives change from year to year.

\* \* \* \*

### 3. Explores feasibility of project plans and details

A prerequisite for successful planning is obtaining the approval and support of host government officials. It is sometimes necessary to approach the officials directly with respect to funding details and staffing or equipment projections. Meetings with host personnel are frequently attended by the Mission Director, Deputy Director, or Program Officer, and the project idea is clarified and reviewed for the host to obtain his support and consent. A major problem in doing so is to avoid premature commitment, since final approval is a long way off at this stage, and USAID policy changes may force major shifts in the plans. Knowledge of the local language is particularly helpful here since delicate explorations and tentative negotiations are involved and misinterpretations would create serious problems later. Another fairly frequent problem is lack of information on developments concerning the project which have previously been carried out by other U.S. personnel or within the host government itself.

In several missions the exploration and coordination of tentative plans is carried out chiefly by USAID personnel other than the Division Chief.

Lack of information is also a major difficulty where it is necessary to integrate plans with the host government's development program or with the plans of other agencies.

Delays in planning occur when the host government officials will not provide the necessary information required to outline final steps in planning. This is sometimes due to an official's desire to work with higher level people, or due to their inability to come to decisions.

University officials and the Chief of another USAID division worked out an arrangement without my knowledge. Then, with the mission committed, I was brought in to help work out details. Since the situation was so obviously wrong, I was determined to try to salvage the situation if at all possible. I insisted on a meeting with the Minister and university officials and told them that AID would help, but with qualifications. They agreed to them.

\* \* \* \*

AID/W requested a manpower survey of the country. At the same time, an international group had its own idea of a manpower study and was going to invite two teams in to do it. I tried to convince the other group to combine efforts. The head of the group would not deal directly with me but felt he should deal with the Director. I talked to a representative of the group and got him to get the Director and the head of the group together. They agreed to try to work together. I got the other team and our team together at a cocktail party and they discussed their mutual interests and common problems. At any major reporting to the host government, I made sure that there was representation from both groups.

\* \* \* \*

I met with the head of the local international delegation to apportion segments of an overall program. They agreed that their group would sponsor a research institute within the Ministry, but independent of the host department. The operating program, sponsored by USAID would then apply the information developed by the research institute. However, this agreement was being sabotaged by the head of the international group who was "pirating" people from the program for the institute. I objected to his practices and suggested he be declared "persona non grata."

\* \* \* \*

One of the major problems was getting the Ministry officials to act. For example, they were supposed to provide a list of places where construction was to begin. My subordinate and I asked for the list several times. At last, long after the due date the list was submitted. This delay, in turn, caused a short delay in getting construction underway. The locals frequently just won't act unless they are dealing with an important person. Thus, they just ignored my subordinate, even though they held up construction of their own buildings.

\* \* \* \*

One of the lending institutions was planning to lend the host money for educational purposes, but they required a census of school students, buildings, teachers, etc., before they would release the money. I notified the Minister of this requirement and indicated that nothing could be done about the loan until the census was accomplished. The Minister insisted that no census was needed. Later the Director was called to a meeting with the Minister and

the Ambassador. The Director took me along. At this meeting the Minister again insisted on the loan without bothering with the census. The Director pointed out to those present that the census was a necessity for processing the loan. The Minister accepted this.

\* \* \* \*

I had not previously mentioned the evaluation project to host government officials, in spite of having it in mind for over a year. I waited to be sure of having AID's approval, and to enable building up friendly relations first.

\* \* \* \*

A subordinate got data together on a five-year plan with the financial prediction based on the continuation of joint support of the project by AID and the Ministry. Figures based on a contribution of 50% by the USAID were submitted, but shortly thereafter the mission had decided not to contribute to local costs. A subordinate brought the problem to me, and I handled it. Instead of confronting the Minister, I worked through the other advisors who worked in the Ministry. These people were my friends and professional colleagues. I got them to change the figures in the U.S. presentation and made it clear that the plan involved no commitment by the U.S. for local cost.

\* \* \* \*

A host official sent a letter to the Minister requesting answers to technical questions about one of our possible projects. He wanted clarification concerning financing, overall scheduling, and material to be used. They both assumed I had been sent a copy of

the letter for my information and comment. I should have been asked by the Minister to help draft a reply and I should have been sent a copy by the host official. Neither was done. It wasn't until the host government official called a meeting, a couple of months later, to discuss these points, that I learned of the letter. This embarrassed everyone because this pointed out the haphazard way in which the Ministries were handling our project.

\* \* \* \*

I thought my ideas about a project could be promoted by a movie which I had sent from AID/W. It was a film on self-help housing from all over the world. It showed that this was not solely a local program, and it included explanations and examples of the effectiveness of participant training which I wanted to begin.

\* \* \* \*

### C. Manages Document Preparation

The Division Chief prepares documents which outline each project's objectives, estimates costs, and suggest personnel and equipment needs. If there is a sufficient and competent staff, the Chief will delegate document writing tasks to his subordinates. He will call meetings, assign duties, review the content and format of the document, and has on occasion hand-drafted the document to facilitate the process. Often considerable rewriting is required because of the quality of the subordinate's work or because of the comments and requests of the Program Office. The documents require specific and accurate facts and figures, attention to procedural detail, and to an extent depending on the quality of the Program Office, interpretation of guide-line materials. Coordination with other divisions may also be a problem.

1. Develops and guides working arrangements

Because of budget arrangements, this project is paid for out of another division's funds. However, my division plans the work, staffing arrangements, and course content. For a long while it was unclear as to which division should prepare the E-1. At first, a joint preparation was attempted. This required excessive time because so many people were involved. Aware of this problem, I suggested a solution. I asked the Mission Director and the Chief of the other division to allow my division to prepare the E-1 and then submit it to the other division for approval. Both agreed to my suggestion.

\* \* \* \*

2. Reviews, edits, and evaluates documents prepared by subordinates

One subordinate had excellent technical knowledge, but very poor writing skills. I wanted a good E-1 for his project without pushing him aside. Therefore I used a technique used by many college-level teachers, i.e., discussing the document, suggesting that a paragraph be rewritten, asking a question requiring an explanation, and keeping the papers flowing back to the subordinate for revisions.

\* \* \* \*

3. Writes or rewrites documents in required terms and format

My local employees have little general and technical education. They can't prepare program documents. Therefore, I must do them myself. Their drafting skills and knowledge of construction are also far below U.S. standards.

\* \* \* \*

- - - -

## II. PREPARES PROJECT IMPLEMENTATION DOCUMENTS

This function includes the preparation of Project Implementation Orders, preparation and review of project agreement documents, and negotiating the specific terms of such documents. (For present purposes, loan applications are included in the general category of project implementation documents since they represent an implementation phase relative to a more basic development planning document such as the Country Assistance Plan.) A distinguishing characteristic of this function is that it is heavily governed by constraints. These include such considerations as: a) conformance with the approved CAP or Long-range Assistance Strategy, b) the interpretations of the Division Chief's superiors and the Program Officer concerning the specific application of general policy guidelines, c) the particular interests of the cognizant host government officials, d) the legal implications of the agreements, e) format and procedural requirements, and f) the necessity to meet fairly strict calendar deadlines.

These constraints will frequently conflict with the requirement that the implementation plan be the one most likely to achieve the relevant goals of the CAP, and the Division Chief (and his superiors) must use considerable judgment in developing and negotiating the optimal plans under the prevailing circumstances.

### A. Reviews Background Information Relevant to Projects

In order to be informed about the format, content, schedule, and processing of the documents, the Chief carries out all or some of the following steps:

#### 1. Confers with staff

In conferring with his staff, the Division Chief decides upon estimates with respect to equipment, personnel, and time. He relies

on his staff for accurate information and sound advice. Where the project represents a continuation or modification of previous work, estimates will be based in part on past experience. When he is given incomplete information or inaccurate estimates, the Division Chief is responsible for discovering the inaccuracies and correcting them.

2. Reviews documents

The Division Chief uses previous documents as a source of information on those items to be included and the manner in which they are included. He also consults the approved CAP for review of specific goals if, as is generally the case, considerable time has elapsed between CAP submission and implementation.

3. Obtains clarifications

The Division Chief consults the Program Officer and others for interpretations of policies, procedures, and plans, since the specific application of generally-worded material is frequently a matter of judgment.

Washington allocated money for the training project. This was much below my estimate (as made with Program Officer and Controller) of what the project required. Since funds had to be gotten by the end of the fiscal year, I had to find some right away. By having a broad knowledge of where money is I knew where to go to get the extra money. I consulted with the Controller to see whether I was right about the amounts available and then got the Program Officer's approval to put the funds in my project. From various areas, I brought the total up to the needed amount. I got some funds from one project's funds which were to be reallocated to make my total minimum. This is a matter of advising Program Officer where money can be gotten and telling him where it should be.

\* \* \* \*

I pointed out that the Director's instructions violated procedural requirements. The Director insisted. I refused to sign the documents and advised the Director to consult the Controller to verify the accuracy of the procedure outlined.

\* \* \* \*

B. Directs Document Preparation

The preparation of the documents may involve many persons, or a few. Without suitable assistance, the Division Chief may initially prepare all documents himself. Missions vary in terms of the specific people involved in review of the documents; with more people involved, the likelihood of delays, disagreements, conferences, and revisions all increase.

1. Writes, revises, edits development grant implementation documents
2. Reviews loan applications

At times the Division Chief needs to assess plans in an area outside of his specialty, as was illustrated in an example in Function I. B 4. - Evaluates information.

3. Confers with program office concerning details of documents

One problem occurring here is the frequent changing of rules governing format for Project Agreements. Often the document must be rewritten to conform to the new regulations. The function is facilitated or made difficult depending upon the clarity of information provided by the Program office.

C. Conducts Negotiations With Host Government Officials

Since some of the documents produced represent the legally binding agreement between two governments, there is a necessity for considerable negotiation over very specific details. In most instances

the final negotiations are handled by the Director, the Deputy Director, or Embassy personnel, with the Division Chief playing a relatively minor role during the meetings. The nature and extent of his involvement is highly variable from mission to mission. Generally, he will have laid the groundwork for the agreements in the course of his own meetings with Ministry officials. Problems include uncertainty about AID/W actions, the reluctance of host government officials to commit themselves, the danger of committing AID prematurely, the personal relations between USAID and host government personnel, and language ability on the part of both USAID and host government personnel.

1. Negotiates details of development grant implementation documents

We have a deadline for receiving participant nominees from the government. If they aren't in by then we can't complete implementation in time to include them in this year's budget, and we certainly can't write them off on next year's program. This year it was late and we were supposed to get \_\_\_ participants for just one project from the Minister; we had only three nominations. The government is just plain slow in getting around to nominating participants. They don't want to go through all the difficulty of nominating an individual until they are sure he will be approved, so they don't send us the necessary information on which we can make our judgments. And naturally, we don't want to approve a nominee until we have the data. It is a vicious circle. In this particular case, I called the Minister and told him that tomorrow was the last day for nominations and that if they were not in tomorrow all the funds for that project would be deobligated and the program would be scrapped. The next day the entire group of official nominations came in. The effect of this is that by nominating every one

at the last minute this office is jammed with people and paper work for 6 weeks to 2 months. Everybody works overtime at the close of the FY. The rest of the year the work is easily handled and comes in a smooth flow. I really don't know how to alleviate this delay problem so I learn to live with it.

\* \* \* \*

All my negotiations with the host government concerning the host contribution to projects must be done with no knowledge of the American contribution to be made. I may indicate to the host what U.S. funds have been requested and try to find out what the host would be able to give if the U.S. gave a given amount. However, the host does not know with certainty what they may contribute. Any Ministry commitment must be approved by the Ministry of Finance. Thus, uncertainty for both groups makes negotiation a very time consuming process.

\* \* \* \*

I had to go to Ministry with the Chief. I felt that the fact that I had to interpret for the Chief seemed to weaken his position with the host. The Chief knew every detail of the program, but couldn't speak the language. The Minister was free and open with me and my subordinate, but formal with the Chief. I feel that an understanding of the language leads to an understanding of attitudes.

\* \* \* \*

Since there were such high priorities attached to this training it was established immediately and included in FY 63. I had to compose, approve and transmit to AID/W the PIO/Ps for all the proposed programs in a

very short time. This meant that I had to have very detailed information for AID/W concerning each project. There were 20 projects altogether. I had to give them the types of training for each project and for each participant. Out of all the projects AID/W had only one question, which I think is pretty good. I got my estimates from the information that I had accumulated in many conversations with government and city officials who were interested in training, and when the request for training came to me I had no official means of assessing the Minister's judgment regarding the training programs (time estimates, etc.). I accepted his evaluations which were close to my own, but I made sure that he gave me detailed information from which he made his estimates so I could satisfy all of AID/W's information requirements.

\* \* \* \*

2. Negotiates details of loan applications

(No examples available.)

### III. MANAGES PROGRAM

This function provides the Division Chief with his greatest degree of autonomy. In contrast with the two preceding functions, the extent of the responsibilities in this function depends relatively little on the predilections of the front office; the Division Chief's role in this function is fairly standardized and will vary primarily with the size of the division staff and the nature of the program, e.g., the extent to which contracts are involved. In this function, the plans are put into operation, and the ideas, words, and papers involved in other functions are confronted by the realities of people, environment, and resources. The tasks may be summarized simply with the terms "observes operations," "corrects deficiencies," and "keeps others informed." Problems abound, however, and decisions and adjustments must be made on one's own, since review by one's superiors occurs long after the fact and is likely to concern broad accomplishments rather than day-to-day operations.

#### A. Monitors and Guides Projects

The task involves recognizing and correcting errors made in the development and implementation phases and recognizing and overcoming obstacles which were not anticipated beforehand. It also involves considerable interaction with host nationals, ranging from personnel on high government levels to those on the "working level," such as teachers, construction workers, or villagers, depending on the particular project involved. The Division Chief's role in these interactions is more like that of a supervisor or coordinator than a "negotiator", and unique problems are likely to arise because of this relationship. These will be indicated in appropriate sections below.

1. Obtains information on project status

Sources of information are other people, written material, and observation. As with other information tasks, the Division Chief is required to interpret and evaluate the "facts" received. He must also on occasion persist in his efforts to obtain the information, particularly if the information must come from the field, from other divisions, AID/W, or the host government. A major problem lies in the fact that the "natural evolution" of projects may differ from similar projects in the United States. The Chief cannot assume that certain future events are probable because certain others have taken place. Thus, he must develop a different and often more detailed set of cues which indicate progress or the lack of it. Delayed or misleading information prevents timely or appropriate action and may lead to costly or embarrassing errors.

- a. confers with project staff, other American personnel, and host country personnel

Both formal and informal meetings are held, usually on an irregular basis. The Division Chief must be alert to any hint of current or potential difficulty and may even need to infer trouble from the very absence of negative information.

When the head of a project group came to town I invited him to lunch, and had a pleasant informative conversation. From the luncheon discussion, I was able to learn that he had "shaken down," how he was getting along with his staff, the Ministry, and with other local persons. I felt this to be a good professional visit, made smoother because it was personal and informal.

\* \* \* \*

Project work is to be accomplished by a university team. The contract has not yet been signed although it has been in process for several months. I frequently asked my supervisor the status of the contract and was told each time that it was almost signed, that only a tiny technicality was in the way and that it would be worked out at any moment. The Director just returned from AID/W and reported that not even a draft copy of the contract had been worked out. I was very upset by this information. I couldn't figure out why my boss had misled me.

\* \* \* \*

Shortly after my arrival and after my first few meetings with the Ministers, I felt as though there was a strong antipathy between them. I reported this to the Director and the Ambassador. When a delay arose over our project due to their internal lack of cooperation, we readily knew what the reason was and what the origin of the delay was. We didn't have to make many embarrassing inquiries as to why there was such an administrative breakdown concerning our project. In view of our being alerted to this situation we could more realistically evaluate what we had accomplished under the circumstances.

\* \* \* \*

Flow of communication is from a villager, to village political leaders, to us. I was sure the villagers were bringing their problems to us. I also assumed that if they didn't they would go to the political leaders -- so they would get to us through them. The local political leaders promised to keep us informed about the villagers' feelings and this is the assumption I went under. Since no negative information was reaching me, I felt all was going smoothly. However, there were many feelings of discontent by the villagers which the political leaders didn't transmit to me.

\* \* \* \*

b. reviews project reports and correspondence

As with conferring, the Division Chief must be alert to any and all cues that things are not going smoothly or that developments are underway which might affect the on-going work. The written material involved in this function emanates from subordinates, contractors, people in other divisions, and from AID/W. Subject matter includes policies, funding, personnel, equipment procurement and utilization, and operating procedures.

When a certain phase of the operation was begun I relied on the oral and written reports given me by the supervisors we were training and my technicians at the site. As far as I could tell there were no problems developing. One morning there was an accident at the site. I immediately went out to see what had happened. A certain step in the operation had not been done. The technician had told the local supervisors to check something but hadn't followed up to see if they did. Locals had not bothered to find out if certain material was on site, and the laborers who brought in the material hadn't bothered telling anyone it was there. This showed a serious breakdown in coordination and supervision, which was my ultimate responsibility.

\* \* \* \*

c. visits project sites

For most technical specialties, neither conference nor written report can substitute for personal observation. Incumbents clearly recognize the importance of such visits, but indicate that they are unable to make visits as often as they would like because of lack of time or lack of transportation.

When I needed to be at the site, often there was no transportation available. I went to the Minister and asked for a vehicle which he placed at our disposal. AID provided the gasoline for the jeep. He gave us this support after I told him how essential it was and that there was no available transportation for us until we received our requested vehicles. I requested two vehicles in the next FY commodity request. When the vehicles get here, I will have no more difficulties of this kind. Until then I will continue to use the host government car.

\* \* \* \*

Observations made during field trips allow me to make better judgments on how far to lead or push a subordinate, and on the prospects for recommending the subordinate for another tour. I spent a full day and an evening with one subordinate visiting project classrooms, classrooms where uncertified teachers were instructing, and observing project technicians tutoring the uncertified teachers. This trip enabled me to verify that project work was effective, and it gave a morale boost to the U. S. technicians, and to the subordinate, to know that someone was interested enough in their project to leave a comfortable city to come for a visit.

\* \* \* \*

I sat in on classes and got ideas about the teaching abilities of my employees, the teacher training team. I looked for oral presentation, ability to demonstrate, how they conducted the class, their knowledge of subject matter, methods, punctuality, and other necessary teacher skills. One teacher was so poor, coming in late and unprepared, that I dropped him from the team.

\* \* \* \*

While a technician was on vacation for two weeks, I had more work in the office than usual; this kept me from on-site inspection. During this time they put another man in charge. I had little time and only supervised his work on an oral discussion basis. He made so many demoralizing blunders in doing what he wanted rather than what our approved plan called for that I should have taken the time to go out to the village at least once a week.

\* \* \* \*

d. solicits appraisals from others

On occasion the Division Chief may request that a specialist be utilized to survey a project or to recommend alternative courses of action. If his relations with host personnel permit, he may ask for an informal appraisal of both U. S. and host government efforts.

A specialist was passing through host country en route to the U. S. He visited the college and noticed several weaknesses in the training program. It was pointed out that the director of the program was stressing the wrong topics, and that he taught on a level too advanced for his students. I met with the director, discussed these remarks, and he agreed to revise his course and methods of teaching.

\* \* \* \*

The host has not followed up on its part of the village project. I have had regional AID specialists come to the village for two weeks, observe and report on the possibilities for development in their areas. Their reports were positive and I made them known to all the host officials involved.

\* \* \* \*

A specialist was supposed to be helping the Ministry organize a department. The Minister remarked to me that nothing was being done to form the department and that the Ministry was not in favor of having Americans in the country who were not doing their jobs. At about this time the specialist went on home leave, so immediate action was impossible. (When the man returns, I will try to inspire him to work and if unsuccessful will see that the man is transferred.)

\* \* \* \*

## 2. Prevents or corrects project deficiencies

Since the Division Chief is not usually in direct charge of a project, this function is generally carried out by advising others or by changing the work assignments. Both methods entail the risk of offending or demoralizing people, both nationals and U.S. Where projects are handled by contractors, the Division Chief would usually have to work through his superiors rather than take direct action himself. Several incumbents were uncertain about just what their roles should be with respect to contract projects.

### a. assigns, adjusts, and advises on duties and responsibilities

Preventing or correcting improper assignment and adjusting the responsibilities of project personnel is frequently a major concern. The task requires an understanding of personnel capabilities, host customs, work attitudes, and staffing needs. Very often the Chief requests a subordinate to substitute for other staff who are on leave, or to perform the duties of personnel being terminated or phased out. This creates a hardship for everyone. The substitute is sometimes performing duties new to him or he is handling twice his normal workload. The Chief temporarily relies on an overworked staff and both morale and performance are affected.

The local nationals have a very distinct feeling about ages and working relations. There are a couple of bright young boys who are working with an older man whom I consider very valuable. They consider him an "old fogey" and don't like him to tell them anything. I called the group together; didn't mention the conflict, and told them I wanted to assign their responsibilities. I gave them the same duties in different words but I made the

old man the overseer of the group. This worked very well since it is customary to have the oldest be leader.

\* \* \* \*

Plans for construction were given to a local architectural firm. They were late in submitting a report, and when I called on them to learn the status of work, I found that what little work had been done was inadequate. I assigned the task to my subordinate, who completely redesigned the entire structure. The result of his work was satisfactory and construction was begun.

\* \* \* \*

I assigned a subordinate the simple task of finding out how many \_\_\_\_\_ were available. He telephoned a local national in another division for an estimate. He presented this to me. I said this wouldn't do. I needed more exact, more reliable information. I then told the subordinate to check with the U. S. chief of the section. The subordinate then reassigned this task to a local national to do. I had to take the subordinate aside and tell him this wouldn't do, that he himself should go, because the local national would probably confuse things. At this point, the subordinate finally got the message and did the task himself.

\* \* \* \*

The position of project coordinator could not be filled from Washington. I knew that filling such a post would be most difficult. The technician agreed to reclassification. The slot thus left vacant was then filled by a \_\_\_\_\_ with the necessary qualifications.

\* \* \* \*

A project calls for developing a new type of institution. Thus, a strong leader is needed. The man assigned to the job has marked time, done nothing for the first 6 months. He could not produce a work plan. My subordinate became aware of the static nature of the project and informed me. I tried to save the situation by urging my subordinate to spend extra time with the man developing the work plan and other project documents.

\* \* \* \*

Two employees were angry and at loggerheads. Each would let paper work sit on his desk, just to spite the other. This slowed down their own work and the work of others. When I learned of this, I fired one man immediately. Later the second man was fired also, and a third man was given both jobs.

\* \* \* \*

At one of our remote projects, the personnel became irritable, perhaps because of the isolation, perhaps because of the rough living conditions. Some refused to work with the others. The project director wrote to me about these conditions. I left immediately for the project. I met with the people, told them what an important job they were doing, rearranged work schedules, made arrangements for one really distressed person to go home, and told them I would visit them more often. I felt that their main complaint was not enough recognition for the work being done, so I stressed my appreciation. Apparently, my efforts were successful because they settled down and are now working harmoniously.

\* \* \* \*

The head of a school which is financed by AID recently resigned. The Ministry did not inform AID of this resignation and did not plan to consult AID regarding the appointment of a new head for the school. I was very concerned about this because there is one AID technician assigned full time to the school and a lot of money has been put into the school. I went to see the official in the Ministry and let him know that I was concerned that a well qualified man be appointed director and that it not be a political appointment. This is the kind of situation where a talent for public relations and a great deal of diplomacy is needed.

\* \* \* \*

A subordinate didn't cooperate and was not very competent. The first assignment I gave him was a very important problem to solve. His solution was not satisfactory. I asked him to try again. He always found excuses--too busy. The result of his attitude was that nothing was done for weeks. Finally I simply told him to forget it and contracted the problem out to the Ministry. It was finished in ten days and we had formulated a satisfactory solution.

\* \* \* \*

b. procures needed equipment

The Division Chief is often responsible for determining specifications for equipment and supplies, and approving requests of subordinates. In some instances, he is also responsible for distributing and transferring equipment and supplies to selected locations and appropriate persons, for checking on installation of equipment, and transportation of both equipment and personnel. In certain de-centralized projects he is also required to schedule the use of vehicles and keep the vehicles in repair.

The Division Chief ensures that personnel conform to policy and procedures when exchange or transfer of equipment is considered, or when equipment and supplies are being ordered. Failure to follow proper channels when ordering may result in payment difficulties.

Common problems in this task are delays in arrival of equipment, loss of equipment in transit, arrival of defective or inappropriate materials, and problems of transferring materials once they have arrived. Considerations to be made when ordering equipment include the effect of the environment, its relevance to the project, the level of competence of those who will use it, and the availability of parts or repair facilities. Procurement policies, such as "Buy American", are a frequently cited problem.

Generators were ordered. The specifications explained how the generators operated at sea level. I overlooked the fact that the generator would be in use at 8,000 feet in the mountains. When the generators arrived it was quickly learned that they were inadequate for operating in the altitude. A local official learned of this error and loaned his own generators for use. A more appropriate generator has since been ordered, but not yet received.

\* \* \* \*

The U.S. regulation that requires purchases in the U.S. places a burden on the program. The host landscape is very rugged and I have projects in progress in the most rugged and isolated areas. Transportation for personnel in these areas should be by a rugged vehicle with four-wheel drive. The Land Rover is heavy, spare parts are easy to obtain, and most villages have a mechanic capable of making repairs. But I must purchase vehicles made in the U.S. These frequently break down.

Spare parts are hard to obtain and since they are new in the area, local mechanics have a hard time repairing them. Thus, the project cannot be kept going at full speed because of the breakdowns.

\* \* \* \*

There is always the risk that materials ordered will be imperfect. Refrigerators were ordered for hospitals. Upon arrival, it was learned that most of them were inoperable. They were eventually replaced, but in the meantime, hospital operations were hindered.

\* \* \* \*

A subordinate ordered oil stoves. I approved this request, thinking erroneously that the stoves would be appropriate. When the stoves arrived and were set up, it was learned how improper they were. They each had an electric motor, which meant that in addition to oil, reliable electricity was required for operation. Also, to be economical, it was necessary to buy large quantities of oil. The budget had no provision for this big initial outlay. In addition, there was insufficient electricity. The stoves had to be taken out and replaced by wood burning stoves. The project was delayed.

\* \* \* \*

A testing machine was ordered by a subordinate but it was not suitable to the kind of project we should be concerned with here. I decided the machine was overly sophisticated, although the machine is valuable, and could be used for certain purposes. I recognized this, and explained to the subordinate that AID money could be spent more effectively on other items.

\* \* \* \*

Recently the Minister sent a letter asking for transportation for 5 officials of an international agency in order that they might make an inspection trip. I knew from past experience that these people begged everything they could get, even when they had money of their own. Also, I was already providing two vehicles to the Ministry for other purposes. In addition, I was somewhat short of drivers and cars. Thus, I disapproved of the request.

\* \* \* \*

Maintenance men were attempting to install two large oil heaters purchased for the service building. They pretended to be installing them for days, but did not know how. Noticing their lack of progress, I talked with them and learned of the real difficulty. I called a local store selling such heaters and hired their workmen to come and install the heaters.

\* \* \* \*

A contract group moved into houses without window screens. AID was obligated to supply the screening. As time passed the lack of screens created a morale problem because the technicians couldn't open windows as they would be flooded with mosquitoes, and with windows closed, their homes were unbearably hot. Their leader complained to me and I wrote a memo to the Executive Officer requesting screens. Several days passed without action, so again the leader complained to me and I spent five hours making personal visits to the Executive Officer and General Services explaining the need. Screens were installed within 10 days and morale was restored.

\* \* \* \*

In accordance with the Project Agreement, several hundred dollars worth of books were ordered for donation to the library of a university. The books were late in arriving. When I discovered that the books had not been received I wrote many letters to the book publisher to discover their location. No answers to my letters were ever received. Finally, after a year and a half, the books arrived.

\* \* \* \*

One of my subordinates is here on his first tour with AID and for a while had not learned to cope with government bureaucracy. Thus, when a contractor submitted a list of reference books for order, he went through the list deleting titles he thought inappropriate and then returned the edited list to the contractor. The contractor got the impression that he was exerting a censorship authority, and he complained to me about this. I promised to work out a solution. My problem was to preserve the freedom of the contractors, to avoid making the subordinate feel worthless, and to insure that books ordered were appropriate. I asked each contractor to construct a list of criteria against which all materials would be screened. The contractor would then certify that a list of books requested had been verified against the criteria. This system was accepted and works well.

\* \* \* \*

One of our centers sent an order for critically needed items. They sent their order by diplomatic pouch, but it never arrived. A technician made a personal visit to me to learn what had happened to the order. I explained to the technician and to other subordinates to never

again send orders through the pouch, as the system was unreliable. Instead, the local mail facilities should be used, because it was considered more reliable. (Note: in some other countries, the reverse is generally believed to be true).

\* \* \* \*

I needed some serum to be able to conduct some lab tests. I wrote directly to the U.S. supplier and did receive the necessary serum. I later learned that my requests should have gone through the AID supply officer for approval and for the record. Now, the bill had been received and the supply officer is reluctant to pay it. In addition to slighting the supply officer I may be forced to pay for the serum from my own personal funds.

\* \* \* \*

One year a contractor ordered 6 sets of textbooks and they were provided. The following year, the contractor placed a new order for texts and by chance I observed that the order duplicated the previous year's request. I arranged to see the contract Chief of Party and at the meeting asked if texts were being ordered to give to students. The contractor replied, 'yes' that he had hoped to help the students develop a sense of ownership. I explained that this was against regulations because the U.S. does not have a textbook program here. To supply all students with books, which would become necessary if some were provided -- would cost a prohibitive sum of money. The man accepted the explanation, and spread the information to other contractors with the result that textbook orders are now realistic, i.e. orders for a few of each type to use for development purposes.

\* \* \* \*

Four hundred sewing machines were to be distributed through union organizations, etc. They were being paid for by the mission. My predecessor had agreed to distribute the sewing machines. Since he had left it was necessary for me to follow through and distribute them. I uncrated, assembled, and distributed them. Some didn't have the required parts. Roads were so bad that many machines had to be sent by air. I had to organize and supervise this operation, in spite of it being well out of my own field (Education).

\* \* \* \*

When visiting a project, I learned that the technician not only had unneeded equipment, but also that additional unnecessary equipment was on order. The technician indicated to me that although the equipment was not needed, the host government officials would be highly insulted if the equipment order was cancelled. Upon returning to my office, I checked with the Division and learned that they had a real need for the equipment and that it would be used by host nationals in the Division so I had it transferred to the Division. I therefore directed the technician to explain this transfer to his host counterparts and they agreed because their government would not be losing the equipment. The Division was happy to receive the machines. To make the transfer more palatable, I used the term "loan" in my discussions.

\* \* \* \*

A minor problem has been mechanical. A project team uses 3 tape recorders in their data collection. These recorders were made in the U.S., and no adequate repair facilities are available locally. Two of the machines are out of order. In an attempt to get them repaired, one was shipped to the U.S. I will hand carry another to the U.S., hoping to get it repaired there while I am visiting the U.S.

\* \* \* \*

c. advises subordinates on plans, and procedures

This function involves both the application of technical knowledge and awareness of AID goals and country resources. The principal difficulty is learning about the plans and procedures before they are actually carried out.

The substantive difficulties of the technical problems which a chief may be called upon to solve are often highly varied and may be either relatively easy or extremely difficult depending on the nature of the individual projects. Division Chiefs are sometimes not called upon to assist in solving substantive problems because subordinates lack respect for their abilities or knowledge, because subordinates do not know their own limitations or wish to hide them, and sometimes because the Chief and the technician may be geographically quite remote from each other.

When I arrived at this post, my subordinate in charge of the training project wanted to start a course for \_\_\_\_\_. I explained that such a course would be impractical due to the existence of a school for this purpose. Recently, the head of the training project was replaced. On a routine field trip, I learned that the new project head was planning to start the same kind of course. He had even procured approval from the local authorities. I explained the existence of the other school and that it would be foolhardy to create an unnecessary training course. \* \* \* \*

I visited our survey team and learned that the team leader had planned to survey everyone in the area. I advised that only a sample needed to be taken to determine the percentage. In addition, I briefly explained the reasoning behind sampling. Because I learned of the problem in time and was able to correct it, several weeks of work were saved.

\* \* \* \*

d. persuades host government to honor commitments

Often the host government fails to contribute its share of time, interest, personnel, or funds to a given project. This may be due to lack of understanding of the terms of a signed agreement, unawareness of the depth of the commitments, changing conditions within the host government, or other factors. How deeply the government will actually become involved in a project may be difficult to define in the early stages of planning and implementation. The Division Chief may assume the host understands its obligations and will honor its commitments, when in fact it does not. The role of the Division Chief in this function is somewhat variable from mission to mission, depending upon the wishes of the front office and the capabilities of the incumbent.

I relied on the Minister to implement the host government's share of the project on schedule, as soon as we were ready. The result was we got farther and farther behind schedule. This meant that for all our efforts we had nothing tangible to show. This in turn caused the Ambassador to press us to get something done.

\* \* \* \*

Host has not followed up properly on its part of the project. Without the host fulfilling their implied promises, all we will end up with is a group of buildings. I have suggested to the host officials in various departments that ultimate success in this field requires contribution by almost all departments -- health, education, commerce, youth groups, forestry and fisheries. I have suggested that representatives of each of those areas study the problem for a couple of weeks to see how they could fit into the project as a whole.

\* \* \* \*

The Minister had promised space for the seminar to be assigned later. I pointed out that the promise could not be depended on, that when the time came, the Minister just might say no space was available.

\* \* \* \*

One of the schools was built on the property of a national. The Minister was supposed to provide the compensation in such cases, and handle all such deals for negotiation of property. In this case the Minister apparently did not provide compensation, and gave no satisfaction to the property owner. She called me and complained. I called the Minister and explained the situation and asked him to act on the case. He wrote the lady a letter and explained what he had done.

\* \* \* \*

My biggest problem is getting the Ministry to provide funds which they have agreed to provide. One program is a joint U. S. host undertaking. The Ministry was supposed to provide trucks for project workers. For a long time the Ministry wouldn't release the money to buy the trucks, so the project

could not get underway. I waited a reasonable time, then visited the Minister and convinced him that the trucks were needed immediately. I was successful.

e. deals with host conditions and complications

The Division Chief spends much of his time acting as a diplomat. It is often necessary for him to encourage the host to concentrate on the developmental goals of the projects, and to understand the underlying reasons for host actions or inaction so that he can successfully redirect their efforts. He must be fully attuned to practical local politics and bureaucratic procedures and customs. In this function the Division Chief is concerned with difficulties arising from host government planning, personnel, intra-governmental disputes, host government organization, and information flow. Any or all of these similar factors could significantly affect on-going projects. The quality extent and variety of his personal relationships with host individuals can greatly affect the course of his projects.

\* \* \* \*

I had to find a building to use for a project. We began the project using facilities which had been built with American aid money. When it came time to expand the project the Minister told me that the nationals didn't want Americans to "take" their building. I looked elsewhere. One official was willing to help in certain ways as long as I provided my own space. I hired a contractor to build a new building to take care of their needs and my group used their older buildings.

\* \* \* \*

Due to existing personal antagonism between two Ministers and the power struggle between them -

both trying to get sole control of the project in order to use its budget to bolster the budgets of their respective Ministries -- there had been a severe breakdown in communication (for example, questions about overall goals, financing, social problems, inter-department cooperation were not answered). One Minister would want us to do one thing, another something different. This made it impossible for me to get clearance for anything. There was no final authority. The project came to a standstill for three months.

\* \* \* \*

I feel that the Ministry should have construction location plans based on population growth and location trends. The host has no such plans. The host tends to put up schools on the basis of immediate need and political consideration. An example of this occurred before a recent election. The party in power was looking for "mileage" in the construction program. The mission was having difficulty in getting release of funds for construction. The host Minister became angry at the delay and refused to make contribution payments to the project and used the construction funds for political purposes.

\* \* \* \*

Two ministers were openly at odds. One told me not to go to meetings until the calls came through him. I couldn't get the mission involved in this internal dispute so I had to completely withdraw from both of them and accept a halt to our project until the conflict was resolved. Not only did I not go to meetings, but I tried to avoid contact with them that was unnecessary. This kind of antipathy, causing much ambiguity for me in my relations with the host, went on for almost one and a half years.

\* \* \* \*

Counterparts at a sufficiently high level have not been found for training and eventual phasing-in for U. S. technicians. The reason is simply

that there are so few available with this level of education and these few are earmarked for government administrative work. There is nothing I can do about the available numbers of people at this level, but I have tried to get some of them assigned to this project. I have tried to gradually impress upon the government how much they are needed. I have had several talks with the Minister and explained how these people are necessary in order for nationals to take up or continue the program after we leave. The Minister agreed and found two persons, one of whom is already assigned.

\* \* \* \*

The Minister appointed an unqualified local to head a semi-autonomous unit. This man appointed his relatives as subordinates, also unqualified. No work was accomplished for a long time. My subordinates became very discouraged. I first tried to convince the Minister that a new local national employee was needed, but the Minister stuck by his appointee. Next, I convinced the Mission Director and Training Officer to give me a participant training leadership grant. With this grant I took the Minister on a short trip to see how a successful program was being run. Well qualified technicians were in the program and unqualified people were released or moved to other jobs. The program was a success. The Minister returned convinced that some changes in personnel were necessary. He appointed a well qualified man to head the program.

\* \* \* \*

The counterpart organization of a division was a suborganization of the local Ministry. Since the staff on the project was composed of locals during the first year, this gave the Ministry complete authority over the conduct of the program (in the sense of having to clear all orders, decisions, etc., through the normal Ministry chain of command).

The project was time phased, that is, certain critical steps had to be done before certain others and on a very strict schedule. Therefore it needed to be free of administrative control and red tape. When the project first started, the counterpart organization was not autonomous, thus work was delayed, and preliminary work was wasted. I convinced the Minister to form a separate unit to prevent such delays.

\* \* \* \*

It is my responsibility to be sure that the right people get involved in the planning of a program. For example, it is possible that the Ministry may develop a program for a school without bothering to tell the school what they are doing. This has actually happened once where a program was developed for teacher training and the AID technicians found they were not at all welcome at the school to which they were assigned. The school had never been notified they were coming to train the teachers.

\* \* \* \*

The project needed trained personnel in certain areas. The Minister of \_\_\_\_\_ and a USAID division had employees trained in these areas. I learned of this and went to see the other Division Chief. I convinced him that it would be impossible to proceed with his program unless my project was started first. He agreed and invited me to talk with the Minister. I also convinced the Minister, adding that my project would be a temporary effort and therefore the borrowed employees would more than likely return to him. The Minister was convinced.

\* \* \* \*

I met with local officials to negotiate for land to be used for a project. I was sure I

had their agreement. However, when the construction company tried to move onto the site some weeks later, the local officials refused them permission. When I was notified of this, I made a revisit to the local officials. They claimed that they were not sure this project was needed. I convinced them that such a project would be very beneficial in their area, that people would be better off and that some local people would be trained to work on the project. At this the local officials agreed, and this time I got their signature on a contract prepared by the Ministry. The construction team was thus able to move in and begin. I was ineffective in not having the matter absolutely clear from the beginning, but effective in meeting with and convincing the local officials once the problem did arise.

\* \* \* \*

The contractor doing the building was very late in completing the work. Since the construction contract was between the Ministry and the contractor I had several meetings with Ministry officials, trying to determine how to speed up work progress. From these meetings I learned that there was little to be done. The contractor was close to bankruptcy, so invoking contract penalties would not be effective. I was successful in convincing Ministry officials to warn the contractor that he must soon finish. As a final result, the contractor required two years over the stipulated contract time to complete the building.

\* \* \* \*

They were not interested in developing the country. Thus, they are very hard to work with. They ask for meetings with me at every opportunity, even when there is really nothing to discuss. This takes up considerable time and gives them many opportunities to ask for favors or special aid --which they frequently do.

\* \* \* \*

One of my USAID experts recently went on leave. As soon as he left, a Ministry official came to see me. He asked for an immediate meeting about the expert's project. I insisted that the meeting be held up until our man returned from leave. The official who wanted an immediate meeting was probably trying to get in on the work. If he were allowed to do all or part of the work, he might not do anything and would draw the money for his work; he might do sloppy work and be outside of our control, or he might even slant the project along political lines. I realized these dangers, insisted that the meeting be postponed until the return of our expert. If I had allowed the demanded meeting to take place, the other Ministry officials would have tried to embarrass or maneuver me into allowing the local to work on the project in the absence of the expert.

f. coordinates U. S. activities

Maintaining a timely flow of communication within and among the divisions is a frequently cited problem of considerable importance. Some Division Chiefs find it imperative to meet with other Division Chiefs to learn about their projects and to be alert to possible conflicts and problems with respect to goals, personnel, equipment, or funds. The Chief also conducts staff meetings to inform his staff of other divisions' activities and requests and to insure communication within his own division. In missions where there is a division of responsibility between a central Division Chief and regional or provincial chiefs there is a particular problem of failing to take responsibility because it is assumed that another person will.

One project technician failed to keep a colleague informed about work progress and, as a result, the latter was uninformed when a Ministry official asked what was happening within the project. The colleague complained to me and I suggested to the project technician that by keeping the other men informed the project would be strengthened. The two men began to work together and prepared joint briefings for the Director.

\* \* \* \*

The Program Officer asked for a report on the status of all work plans. When I announced this requirement at a staff meeting, one of the staff became very irritated, complaining that the Program Officer was always asking for something, and the Program Officer had already read all the work plans. I smoothed over the situation by indicating that the staff member's work plan was adequate, but that the reports would clear up any misunderstanding on the part of the Program Officer concerning which work plans were complete, and which were incomplete. Then I assigned the task of gathering the necessary facts and writing the report to my deputy, who has the ability to ask questions about work plan progress without creating irritation.

\* \* \* \*

I think there are not enough meetings within my own division. I circulate material but there is not enough fact-to-face communication. Few know what is going on especially within my division since they don't know enough about the other programs. The people out in the field away from the mission are not kept informed. There is also not enough interdivisional information exchange. Without knowing what is going on I can't advise the Director. The USOM weekly meeting is not enough. The extroverts talk and the rest say nothing. There is no real central place to meet. I feel that there are people here I don't really know. If you don't know the people and don't know what is going on it is difficult to know if a program might be acceptable.

\* \* \* \*

Co-ordination with \_\_\_\_\_ is a little more difficult here than in other missions, since other missions have such a division within the mission and this one does not. I must contact an outside agency with an AID employee on its governing board to coordinate activities in this area.

\* \* \* \*

There is not enough time to coordinate my program with other divisions. The mission is not geared for coordination of this and other programs. In general my function is administration. I delegate the actual coordination which does occur.

\* \* \* \*

g. motivates project personnel

The Division Chief must be alert to difficulties that hinder the performance of his subordinates. Personal jealousies, incompetence, and disinterest can delay progress or prevent successful completion of projects. The function appears to involve local nationals to a greater extent than U. S. personnel.

There was some jealousy between two subordinates as soon as they began working. One wanted to do work the other should be doing. Instead of doing things that were assigned to him, he did the things he wanted to do. I talked to him several times, trying to get him to cooperate, but I didn't succeed. He was having some serious personal problems with his family at the time and I didn't want to press too hard. He maintained the same attitude so he was useless to our project.

\* \* \* \*

A project had gone badly due to failures in supervision by locals. This showed a lack of interest on the part of these people, who were eventually to phase-in for us. I took them aside a day later and told them this. I explained that they owed their country and the local area better work than they did. I also told them that the government depended upon people like them to help develop the country. I told them that much more was expected of them than they had given. They seemed a bit remorseful and guilty about it, and agreed they were careless and would do better.

\* \* \* \*

On one occasion there was a load of material delivered. Everyone else was busy so I began to carry the material. At first the staff would not do it but just stood there. Soon they were embarrassed and began helping me.

\* \* \* \*

Other considerations I have to make include keeping up the morale of my staff of nationals. I always try to keep them busy so they will feel as though they are contributing something. I try to keep their interests up. I do this by meeting with them almost every day. At this meeting I can discuss with them any problem which has come up, assign their work for the afternoon and next day, and also find out what they have accomplished during the day.

\* \* \* \*

In my supervision of the local nationals being trained to phase into the administration of the project, I encourage them to criticize me constructively (or criticize the project). I let them do this regularly at meetings I call with them.

\* \* \* \*

h. provides training

Since there is frequently a critical lack of trained nationals, providing training represents an effective way to minimize many of the project deficiencies cited previously. The Division Chief may institute informal training given by himself, or arrange for special training by contacting others or by assigning subordinates for special courses. The training involved in this function is generally less formal than the participant training program, but more formal than the training implied in advising on procedures or correcting other forms of error.

One of the overall objectives I had for the project was the training of local supervisors. The subordinate in charge of the project was the one who was supposed to do the training. After several weeks, I discovered that none of the persons had learned how to do the prescribed work. I also learned that the subordinate did not know how to do it himself, much less teach others. This put us far behind schedule.

\* \* \* \*

As the staff began arriving, I had to teach them how to do an evaluation project. None of them had ever before participated in such a study. To do this, I had them read the notes, working papers, and final material resulting from a similar project done elsewhere. Then, I had meetings in which I laid out broad details of how the project was to be conducted. The staff then began the work, handling the details under my general supervision.

\* \* \* \*

The contract group for a project was conducting a seminar prior to coming to the host country for field work and had arranged for project members to attend. I decided that it would be valuable

for an AID local employee to attend the seminar also, so I picked a subordinate who knew the country and who could come back after the seminar and be influential in project work. The seminar provided an opportunity to broaden the subordinate's talents by placing him among Americans who had been successful in the specialty. After the seminar the subordinate returned to the mission to become one of the directors of the project.

\* \* \* \*

My three trainees had to take an examination. During the period of their training, I was very busy so I took advantage of their services by giving them operational work to do to get some of the load off my shoulders. The result was they got no theoretical training in the administration of this type of program. The test they had to take was theoretically oriented. They did not pass the examination. I tried to think how I could help them pass the next examination. They agreed that they needed and wanted additional training. I found that a professional training team had courses in the kind of theory the trainees lacked so I enrolled them in those courses. I was trying to compensate for what they did not have. However, they soon lost interest and began missing classes.

\* \* \* \*

### 3. Evaluates projects

While evaluation occurs in other functions dealing with monitoring and guiding projects, this function is identified explicitly to cover the more formal or "overall" type of evaluation. The Division Chief is required to judge the general effectiveness of projects and to decide whether each is a "worthwhile" effort. Many incumbents indicated a need for guidance as to the criteria to be used in making such judgments. No specific details are available for this function, not because it is not done, but because the Division Chiefs who were interviewed were unable to indicate how they do it. It was readily admitted that a large element of subjectivity entered into the judgments. Final evaluation perhaps depends on the long-range effects of the project efforts.

### 4. Guides project phase-outs

This function is singled out because it involves some unique problems. The principal considerations are that accumulated equipment and funds must be disposed of in a proper manner, and personnel matters, such as transfers and terminations, must be handled judiciously. Policies, procedural regulations, formal agreements, individual interests and public relations must somehow be balanced. The Division Chief may advise other mission personnel on specific steps to be taken and point out the implications of various aspects of the phase-out, such as possible loss of U. S. prestige or waste of funds or equipment. He may work closely with host nationals to insure communication, compliance with regulations and policies, and the maintenance of good relations.

a. advises mission personnel

AID/W should avoid abrupt changes. Abrupt changes cost the United States money. The phase-out of the \_\_\_\_\_ project is a prime example. I have had to keep considerable dollar reserves on hand to meet emergencies. With the phase-out, the Ministry of Education is entitled to all of this money. An audit is being allowed by AID to be sure the money is spent for appropriate purposes. However, some money will be lost. I have no choice but to go ahead, but I believe I am throwing away United States money. I feel that if I were given flexibility in the phase-out, I could either bargain, or simply continue operations until the money is used up in a useful way.

\* \* \* \*

A special project is being closed out. Everything legally goes to the Ministry. It is a widely held opinion that the Ministry will not put these materials to good use. USIS asked my subordinate for some of the materials, and he said they could have them. When I learned of this, I told my subordinate and USIS that the exchange was impossible because everything legally went to the Ministry. I knew the legal points in the basic document, and thus avoided a corruption charge.

\* \* \* \*

b. arranges details of disposition of equipment and personnel

To clear out the warehouse, I visited several institutions which were possible recipients of

unnneeded materials from the warehouse. I went personally to determine what plans for expansion these institutions had. My philosophy in such cases was that "we'll give you what we can from our warehouse, if you can really use it." When I am satisfied that the materials will be used wisely I make the necessary arrangements to have them transferred.

\* \* \* \*

A semi-autonomous unit was phasing out. We sold a truck to a department in the host government. The department made the down payment, but no additional payments. I called appropriate department officials several times asking about payments. I was told that if we refused to "write off" the truck, then he would see to it that nationals in rural areas "took care of" any of our vehicles that they could find. I wrote a letter to the Minister explaining the situation. Apparently the Minister acted, because no further threats were made and payments began.

\* \* \* \*

In closing down one of our special projects I followed a policy of giving employees benefit pay for a thirty day period. There are problems with this, however, people working to the last day will be discharged on the last day and cannot get the same thirty day benefit payments that others receive, because the Ministry will assume control over funds the day following the closing of the project. This injustice to some will cause bad publicity. A colleague suggested that a special fund be set up to pay these employees for "extra work". He pointed out, however, that such a procedure would be illegal and should not be advertised. I told the business manager to go ahead with this plan. This takes care of the problem for the personnel but will create a problem later on when the books are audited.

\* \* \* \*

5. Manages division participant training

In carrying out this function the Division Chief is confronted with two of the most vexing problems pervading USAID activities: local politics, and the scarcity of qualified host nationals. United States policies and procedural regulations, and the determination of the types of training required are also problems, but these factors appear to be less difficult to handle. The overriding consideration appears to be the fact that the host government, while eager to reap the substantive benefits of participant training, would prefer to control the program as much as possible. Problems of non-cooperation, delays, requests for procedural deviations, or faulty information can usually be traced to this fact. The Division Chief is required to overcome such obstacles while adhering to established policy and procedure and while keeping sight of the fact that ultimate benefit of the program lies in the ability of the trained personnel to contribute to the long-range goals of the division projects.

a. advises on selection and administrative procedures

This function consists largely of determining qualification requirements, advising the host government on selection, reviewing the host government nominees, and preparing and expediting the paper-work necessary to implement the training. In most missions some of the paper-work and the routine processing of selected participants are handled by a Training Officer. (Determination of the number of trainees and the type of training required may or may not have been a part of the functions in section II - PREPARES PROJECT IMPLEMENTATION DOCUMENTS. This would depend upon the specificity with which these documents have been prepared.) Some Division Chiefs also attempt to maintain contact with the participants during their training to insure that the basic plan is being carried out.

Without a good training program this project cannot be successful since there will be nobody here to take over for us when we leave. The Minister failed to nominate qualified participants. To try to rescue the program, I went to the Minister and appealed to him to find a couple of qualified people to go. I personally made my case. He provided two high-level government people to take the training.

\* \* \* \*

This morning I had a meeting with a host official. One of the things I learned was that the Ministry would provide me a detailed list of training priorities for the next fiscal year, subject to funds available in AID/W. In view of this, I sent a cable to AID/W requesting a training specialist for TDY. I want him to get here as soon as possible and stay for about 6 weeks. He should be here just when all these new programs break. It would be useless to have a man here full time because once training starts there would be nothing for him to do. He would be very valuable in assessing the requirements for participants, developing background information, and maybe even assisting with selection in some cases.

\* \* \* \*

The Minister called me to nominate a man for training who was supposed to be an expert in a certain field. On the basis of what the Minister told me, I simply told him then and there that the man didn't qualify and the nomination would not be approved by me. In my judgment the man did not qualify with respect to having adequate background for this training. As a result the nomination was never formally made.

\* \* \* \*

When the time came to select participants to go for training I visited the Minister to talk about who should be sent. The Minister indicated that he would approve of no one except his own relatives. When I explained that this could not be done and that only qualified people could be sent, the meeting broke up. Later, I was able to get a subordinate to the Minister to agree to a preliminary test for potential participants. The test was also approved by the Minister. When administered, only those with top scores on the test were allowed to go for training as participants.

\* \* \* \*

(From a Participant Training Officer) The Division Chief gave me a nomination for training and wanted my judgment. He was fairly new at his job. I asked him how he expected the team to get anything done if he took away 75% of their staff. He was very surprised. It was true however. There were 4 technicians in the field and he had nominated three for training. I remembered the number of people on that project. Consequently, only one was nominated. The team leader and I talked about his project some time ago so I knew his staff size and requirements.

\* \* \* \*

I usually talk over nominees for training with the Minister. On one occasion, I accepted the Minister's recommendation for a trainee in an industrial specialty. When the trainee arrived at the U. S. institution we learned that the trainee's experience was in agriculture. Since then I check the candidate's qualifications closely.

\* \* \* \*

An applicant for participant training came by my office to discuss training. The training desired by this applicant was only available at either of two universities. I told the applicant that the one university had a good program, and was going to add information about the other. However, the applicant interrupted me by saying that he would never go to the university suggested initially as he had had some unpleasant experiences there in the past. I told the applicant that if that was his attitude he might as well get out of the office. The conversation continued and the program offered at the other university was discussed.

\* \* \* \*

The names of a group of participants being considered for training in the U. S. were submitted to the political section of the Embassy for security clearance. The political section sent the list to me with forms to be filled out for their clearance. I instructed my subordinate to ask each potential participant for the data, which he did. This was sent to the political section. The participants, however, assumed they were actually going for training, although they had not received final approval. The Political Officer heard of this and called me in and told me it was against regulations to directly consult participants about their background information.

\* \* \* \*

I convinced a participant to go to the U. S. to study a specific course. Although he wanted to study something else, the participant agreed to what I had suggested. When the participant arrived in the U. S. he was assigned to train in the field in which he had expressed interest. This windfall made him happy. Upon

learning of the change, I immediately sent a cable to AID/W explaining that the participant should be assigned to his specified program. For some reason AID/W did nothing until the participant was about three quarters of the way through with his school year. Then they informed him that he would have to change his program. This upset the participant. He disappeared and no one has been able to determine where he is or what has happened to him.

\* \* \* \*

A well qualified girl was sent to the U. S. for one year. She was asked by the college to remain for a second year, which was granted. She returned to the host country with a BS and started work. Within a short time a cable came from AID/W saying that she had applied for a new visa to come to the States to be with her husband. I was asked to collect money from her equivalent to that spent on her training, or to see that her visa was not received . I spoke to the girl who said she didn't know she would fall in love. She had no money, so nothing could be collected. I decided nothing could be done and so the girl was granted the visa.

\* \* \* \*

I proposed a committee on higher education for all those in the mission dealing with participant training. The committee was formed but was subsequently disbanded and nothing came of it. I felt that training problems were common enough to the several divisions to have a joint committee. One problem for such a committee would be to cut down on the competition for funds.

\* \* \* \*

The Director wanted no more trainees for a project. He thought there were already too many trained. I went to the Director and had a 15 minute session with him giving him all the factual data at my

disposal about the two newly nominated people and why they should be sent. The Director changed his mind after this discussion and approved the sending of two more trainees.

\* \* \* \*

The biggest difficulty here is with the Vice-Minister of \_\_\_\_\_ . Almost all nominated participants go through his office and then come here. One of the first things he asked me to do was to waive the English examination. Of course this is impossible. His next alternative was to administer the examination through his staff. It was obvious that the examinations would not be given at all under those circumstances and besides the tests are classified U.S. property and can't be given to another government. He was very adamant on this point and because of it our relationship became very strained. He felt superior to me and was insulted by my refusal to drop the English requirement or to place its responsibilities in his hands. He issued an order that none of his participants was to be tested by any outside agency. This order still stands and has for 7 months.

This, of course, almost halted the participant element of the CAP. I decided to humor the Vice-Minister so I asked him if he would choose a committee of two and I would come to the Ministry and administer the test with them and with their approval. He approved this because he could say his department administered the AID test.

\* \* \* \*

The Planning Commission called a meeting to discuss a list of nominees which had been submitted with respect to a particular program. The host government official announced that upon review, there were no persons available for training. I was surprised, since at four previous meetings, there

was no question about availability of persons. It appeared that the department official was trying to belittle the Ministry by sabotaging the entire plan. Another meeting was called at which time final steps were to be taken to approve the list. At this meeting, the department official announced that final approval of the names would have to be given by the scholarship committee. I said this was unnecessary since no such element was involved, but agreed to have the Scholarship Committee pass on the list if the department head accepted the list of names. The Director then reviewed the names and decided that certain features of the list would have to be corrected. I refused, saying that there had been enough discussion with respect to the names.

\* \* \* \*

b. evaluates participant training efforts

The Division Chief may attempt to follow up returned participants to help in assessing the ultimate contribution of the training program to broad USAID goals. Both formal and informal procedures are utilized. Problems were reported concerning the time required to complete the necessary forms and the reluctance of host government officials to provide information on post training utilization of the participants.

\* \* \*

The host government frowns on outsiders talking to nationals and evaluating them. I tried to pave the way for the government to help us. I devised a form which requested information about participant trainees from the Ministry. It is supposed to be filled out one year after the participant returns by the government agency which governs the participant's area of work. I sent this form to

the Minister, called him to talk about it, and explained the need and the advantage to both our countries of an evaluation procedure such as this. He said he would think about it. He sent the form back completely rearranged and thought this was a better way to get and record the information. I didn't care because it would provide the data I wanted anyway so I thought it best to write him back congratulating him on devising a better form and thanking him for his assistance. They said they would provide us with these annual follow-ups.

\* \* \* \*

I accompanied two participants on their tour. They got a first-hand view of our approach. It was my hope that upon their return they would be involved in the selection process to train nationals in technical areas. After talking to them when we returned, I am sure their attitudes not only toward training but toward the U. S. have changed for the better. I make this judgment also because they have been very positive toward my attempts to get host cooperation, and toward any recommendations I make to the host government concerning implementation of the projects. They said they enjoyed the training, experience, and knowledge they gained during their 5 week trip.

\* \* \* \*

B. Provides Information Concerning Project Progress

The Division Chief informs host government officials, other nationals, and his supervisors on the status of projects. This is done by preparing reports and briefings and by speaking informally with U.S. and host officials about projects.

1. Prepares or reviews progress reports and correspondence

Generally, assignments are made to subordinates to prepare reports on their areas of project activity. Sometimes Chiefs prepare the entire reports themselves. Problems are similar to those found in connection with other editorial tasks.

I recorded and reported to the hosts formally on everything I did from the moment I got here. Everything that was done physically at the project site has been explained in detail with graphs, drawings, pictures. This was done by my subordinate at my request. I had both my narrative and his technical reports bound into a single volume containing translations in both languages. This gives us not only a good reference for future similar projects but also thorough documentation of what we did and why.

\* \* \* \*

I submit all reports to the Ministry for their review. The Ministry officials seldom if ever suggest a change, but the process gives them a feeling of participation. Since the Ministry officials return the documents the same day they are submitted, no delays result. The system began as a result of a Ministry meeting to which I was invited. At this meeting the Minister attacked the United States for not taking local nationals into their confidence. With this hint, I began routing documents to them. This procedure has visibly improved relations.

\* \* \* \*

The field reports were formerly submitted by me to our headquarters. The Vice-Minister heard of these reports and made an issue over the fact that the Ministry was not being allowed to see the reports. He held up a Project Agreement because of this. My subordinate came to me and told me that the Ministry wanted 25 copies of all field trip reports. I arranged to have the official receive the reports and the issue has died down.

\* \* \* \*

2. Gives formal and informal briefings

One political group had been displaced by another in one village. The old group was highly critical of the project. I asked one of the technicians to ride out to the village with me to check on things in general. When we got there the former chief of the village was escorting a powerful host government official, who was his relative, around the project. The chief was "showing" him all of the mistakes, and telling him why the project was not adequate. I joined the group and walked around with them. I was finally able to speak with the official and explained to him what and how we were doing and what was going on. I took him back to the site of the work and discussed all the things the chief was criticizing pointing out our reasons for doing certain things. Later that day, the official implored the local leaders to be patient and cooperate with us in the project. His intercession was a big help in getting the villagers to realize that we couldn't do everything at once and what we had already done was desirable. From that time on we had very little trouble of this sort.

\* \* \* \*

The Ambassador was very dissatisfied with the project. He met with the Director and me to discuss it. I explained the problems I had with personnel and told of my reorganization. The Ambassador and the Director both felt that my subordinate caused the project delay and that the man be sent home. I suggested that we give him limited office responsibilities in order to save face and maintain the confidence of the hosts. They agreed to try it.

#### IV. CONTRIBUTES TO MISSION MANAGEMENT

This function includes administrative duties which are not tied to the planning and carrying out of specific projects or which cut across specific projects. The chief concerns are with personnel and procedural problems within the division and the necessary interactions with AID/W in personnel matters. The Division Chief generally has considerable leeway in carrying out the duties of this function.

##### A. Directs the Technical Division

##### 1. Supervises subordinates

Many aspects of supervision have been included in previous job functions; the portions remaining for inclusion here cover providing orientation and information, general evaluation, and handling individual idiosyncrasies. Problems in this function increase with the number of subordinates, with their lack of technical qualifications for their jobs, or with lack of qualifications for working and living overseas in general.

##### a. provides orientation and information

This involves both orienting new personnel about the program and operating procedures, and keeping all cognizant personnel informed about new administrative developments. The latter is reported to be a difficult function where the staff is geographically disbursed. Both tasks have potential impact on morale, and the skill with which they are being carried out varies widely. A frequent technique is to delegate the function to someone else, or to rely on the Executive Office to provide information to the division staff.

A new staff member arrived. I wanted her to get together with another person who was

leaving for vacation in a few days. I had another luncheon appointment and asked a visitor to the mission to take them both out to lunch, introduce them to each other, and get them acquainted.

b. evaluates performance

This function pertains to the formal AID/W system for performance evaluation. The Division Chief completes Efficiency Reports on his immediate subordinates and reviews the ER's completed by them on their subordinates. He may also serve on the review panel which evaluates the adequacy of other ER's completed in the mission. Problems cited in this function include the restrictive aspect of the form's numerical scale, and the second-guessing by AID/W officials. It was reported that at times the review panel may be dominated by one person, making objective review impossible. It was also reported that superiors are sometimes reluctant to make adverse judgments for fear of being traduced by the person being evaluated in case the Division Chief is being considered for work in another mission where the adversely rated subordinate may have preceded him. Another problem is the difficulty of evaluating subordinates who may be geographically remote or who may be working in a technical subspecialty in which the Chief may not be expert and where inadequate progress may be due to inadequate performance or to difficulties beyond the subordinate's control.

I gave a very low rating to an employee. The employee was sent back to Washington. He went to the personnel office and protested the rating. Washington personnel sent a cable to the field asking for more justification. Shortly thereafter another cable came from Washington demanding documentary evidence of the negative statements which I had made in the efficiency rating. This problem went on for some time and it was so bad that I was actually afraid that

I might get fired for having given this man a low efficiency rating. I am now reluctant to give low ratings.

\* \* \* \*

I filled out an efficiency rating on my subordinate. He protested sections of the rating and asked for a review. I reminded him that the only appeal to be made was on the overall rating, not the breakdown. He dropped the issue.

\* \* \* \*

A subordinate left for home. Personnel asked for an interim efficiency report. My colleagues had supervised this man for a very short time and asked me to review the efficiency report. I could have just concurred but instead I reviewed it carefully, and found that the narrative rating was lower than the numerical rating. I asked for a revision, got it and felt this was a much better picture of the man.

\* \* \* \*

c. develops skills; counsels

The Division Chief often needs to provide his subordinates with opportunities to obtain a wide range of experience and to assist them in correcting weaknesses which interfere with their performance or which would prevent them from taking over other jobs when necessary. The importance of this function lies in the fact that frequent shifts in assignment occur due to vacations, home leaves, TDY assignments, ineffectiveness of colleagues or subordinates, and the general vicissitudes of the overseas situation. The distinction between this function and the function III. A. 2. h (provides training) is that the latter pertains to specific project matters and usually involves host nationals.

One subordinate does good work in reviewing project documents to insure compliance

with regulations, meeting deadlines, etc. However, he uses very poor grammar, which tends to be irritating. I met with him privately, pointing out his deficiency, but also praised him for the other things he does well. He indicated a desire to improve his grammar, and is making a conscious effort in that direction.

\* \* \* \*

I was committed to go on a field trip when news came from AID that two men from Washington would visit the mission, and that program briefings would be desired. Instead of cancelling my field trip, I continued with my own plans and assigned my deputy the responsibility of providing the briefing. This will give the deputy an opportunity to do a significant task on his own, with the zest and vigor demanded by the situation.

\* \* \* \*

A new deputy was assigned to me. He had a different theoretical approach to things. Soon after this deputy arrived I went to the States on leave. While in the States I heard nothing from the deputy but did hear complaints from some of his subordinates. When I returned from home leave I found that my deputy was not doing the job. He was doing what he wanted rather than what should be done. I assigned various tasks to him, such as writing reports, but he never did them. I had to do them myself. I should not have played along with him. I should have fired him at once or at least reprimanded him. Perhaps part of the reason I did not take the action I should have was because the deputy had a friend in Washington, D.C. Ultimately this deputy was transferred to another position.

\* \* \* \*

d. settles disputes

The Division Chief corrects interpersonal conflicts and rivalries by changing assignments or by acting as a mediator. Disputes concerning substantive matters are covered in section III MANAGES PROGRAM; this function pertains to "keeping the peace" when personalities or other non-project matters are at issue. Despite the relative lack of concrete examples, Division Chiefs and others indicated that trying to get people to get along with each other was a difficult task, and one which more often than not was abandoned on the grounds that it was easier to adjust to or allow for clashes than to try to remedy the situation. This problem can have widespread effects on the effectiveness of the division and although dramatic confrontations may not be frequent, the lingering or continuing effects of such hostility tend to permeate all of the work. Because the missions or sub-divisions of missions appear to constitute the usual primary social-cultural world of AID employees, altercations between employees or their families are reported to occur relatively often and to have impacts that are relatively more intense than they would be in the United States. Thus this function is not necessarily an ancillary activity, but may be central because it is inherent in the AID overseas situation.

A host national employee of the division was accused of serious misbehavior on the job by his counterpart. I investigated and became convinced that the counterpart was just jealous. There is a lot of jealousy, since AID local employees are paid more than host nationals at the same level. I assigned my technician to a different task so that he would not have to have contact with his accuser.

\* \* \* \*

e. handles special behavior problems

Division personnel and their families create a variety of problems for the Chief. It is important that he keep the behavioral problems to a minimum and control his staff to avoid embarrassment to the United States or to avoid jeopardizing the on-going program. A frequently cited problem is the mission's lack of control over personnel actions, e.g., returning someone to the United States prematurely is often possible only through special influence with key persons in AID/W.

One of my subordinates had no car so I offered him a project vehicle for weekend family business, i.e., attending church, shopping, or even a family picnic. However, I soon discovered that the subordinate's son was using the car for joy riding. If host government officials should see this, they would more than likely feel that we had a surplus of transportation and increase their requests for transportation. I decided it was necessary to put a stop to this. I went to the subordinate's home and told him that the son would have to stop driving the car. He objected. I finally threatened to refuse him use of the car unless he agreed to my demands. He agreed to be more responsible.

\* \* \* \*

A technician was reported to be drinking heavily. I discussed the situation with two USAID officials. It was decided that the officials would separately counsel the drinker. They both reported that the technician agreed to alter his behavior. I decided to give the man another chance.

\* \* \* \*

A Ministry official reported that one of my subordinates had been in a loud argument with a local national at a party. The

Ministry official suggested that this would "hinder" future project results. I investigated and verified the report, but because of AID procedures could take no immediate action. My only solution is to let his tour expire and at that time recommend that he not return to this post.

\* \* \* \*

## 2. Manages operations

### a. interprets policies, regulations, and manual orders

This includes diverse topics affecting the administration of the division, such as personnel actions, travel or housing regulations, or employment policies. Ordinarily the Division Chief receives guidance on these matters from the Executive Office, but there are nevertheless frequent situations in which he is required to use his own judgment. Problems include communication delays and misunderstandings, difficulty in locating relevant information, and differences of opinion about policies or technical matters.

Host government office hours differed from new AID office hours. My office was in the Ministry building and away from AID offices. I didn't know which schedule to follow. I called my supervisor and was told that since I work with the Ministry I should work the host government hours. I disagreed with this, since I am not actually working with the local nationals; they never come to me for anything. I am working the original AID hours.

\* \* \* \*

Several months ago the Director received an airgram about my transfer. Neither of us had any previous knowledge of this. In the

meantime the new AID post directed me to come for 90 days TDY. This was not agreeable to me and was also against regulations, since a mission has no authority to do this. I notified AID/W of this, and asked for clarification.

\* \* \* \*

b. assists in recruiting and selecting personnel

This function includes preparation of Staffing Pattern Action Requests (SPAR), interviewing potential employees, and recommending selection. In recruiting personnel, the Division Chief would ordinarily work closely with AID/W. However, it is reportedly difficult to specify the qualifications required in a nominee partly because of lack of knowledge about these and partly because of inability to express qualifications in unambiguous terms to AID/W. Furthermore, information available on nominees is often inadequate, sometimes consisting only of a very brief description of previous job experience, but containing no information bearing on how well the man will adapt to the mission or to the host country. Another major difficulty with Washington is the delay experienced before a list of nominees arrives with information, or following selection of a nominee, the length of time that expires before he actually arrives at the mission. Recruitment on a personal basis is reported to be far more effective than reliance on "channels." Some incumbents reported that one of the problems they must contend with in this regard is the attempt by AID/W to place nominees who are believed in the mission to be technically unqualified or otherwise troublesome. Incumbents have gone to such lengths as to return to the United States to speak to AID/W and to recruit personally in order to avoid taking unwanted candidates.

I have to decide on how many technicians it takes to do a particular job once a project has been approved. This is a very

difficult job and there are not any very clear guide lines. For instance they are currently setting up a training program. This is going to be a very large program, involving some 12 training centers. The question is how many technicians should be hired to supervise these centers, or in other words, how many centers can be controlled by one technician?

\* \* \* \*

A group in the United States nominated a specialist who I felt was perhaps not qualified. I wrote a letter to the group describing the environment, the work required, and the interrelationships necessary. I indicated that a top quality person was needed. This letter put on record the mission's thinking on the position. They replied that the proposed candidate would qualify so the man was accepted. The letter made the group take notice of the local scene and perhaps motivated the specialist to live up to our expectations. \* \* \* \*

A man was nominated for a position by Washington. I checked my staff members who had previously worked with this man. The staff members said that the nominee had undesirable personal characteristics, and was not able to get along with people. I cabled Washington that the man was not acceptable. Washington wanted to know my reasons and to justify them with evidence. I furnished the required information to Washington and they presented the nominee with it. He denied the accusation. I was then accused of making unfounded charges and was asked to retract them. The man refused to come here so we were not troubled with him.

\* \* \* \*

A SPAR was sent to AID/W to recruit a man to head a project. I asked for a man with long experience in a technical field, some in research, with overseas experience, and with an advanced degree. It was over a year before AID/W sent a nomination. The nominee was young, had no research experience, no overseas experience, had an advanced degree but not in our area, and his only work experience consisted of one year of professional experience. Money was still budgeted for the project, but none of it was spent because there was no one to do the work. I had to accept the nominated man or perhaps never get the project going.

\* \* \* \*

While on a visit to the United States, I visited a university to talk to personnel I felt would be qualified to work overseas. Narrowing the group to one man, I explained to him in detail what the work was like. I was able to interest the man in coming and arranged for him and the AID/W personnel officer to get together. Today the man is working for us and doing a tremendous job.

\* \* \* \*

## B. Assists in Other Mission Activities

### 1. Receives visitors

The Division Chief represents his division to visiting officials and groups from the United States and other countries. He is often assigned this task by the Director or Deputy Director and is required to act as host to the visitors. He arranges details for the visit and prepares a schedule of activities for them which will provide the visiting officials and groups with information about his projects and their contribution to the total mission program. The Division Chief is able to do this with little difficulty when given enough time, but

very often the visitors have already arrived, or are on their way when the notice is received.

a. provides briefings

A man was being assigned to the AID/W country desk. He was sent here to learn first hand what was going and why. He was given the grand tour by the Mission and I spent many hours briefing him and taking field trips with him to show him our projects. When the man returned to AID/W he was assigned to the desk of a different country, and a man without experience in our area was given the job. I regret having spent so much time and effort with a man who was not assigned to our area desk.

\* \* \* \*

b. develops itineraries and schedules conferences

An official contacted me and requested my help in planning for two groups which would be visiting us. Each group, composed of about sixty persons, would be here for about four days. One group would arrive in the summer the other in early fall. I agreed to help. I suggested that the group observe the on-going USAID project, which I'm supervising, and visit the host facilities. I also agreed to have a subordinate work out a schedule for the two groups.

\* \* \* \*

c. accompanies visitors on field trips

2. Socializes with personnel from other U.S. agencies, other donor agencies and the diplomatic community

The Division Chief is required to establish and maintain relations with a variety of groups to facilitate information flow and coordination. Social contacts, such as dinners or parties, are reportedly often more important than the more formal contacts of conferences or briefings. The ability of the incumbent to relate favorably with the representatives of other agencies may be an important factor in his success as a mission officer and ultimately the success of his program. The chief difficulties appear to be the aloofness of certain American and foreign groups and in some cases conflicts with family affairs. Sometimes difficulties in social relations between incumbents' wives and the wives of other officials have made for difficult relations between the officials themselves.

## V. WORKING RELATIONS WITH HOSTS

Two basic elements are covered by this heading: the steps taken primarily to develop and maintain interpersonal relationships, and the tasks involved in acting as a consultant or advisor to host individuals. Although the fundamental importance of cooperative and confidential personal relationships is almost universally recognized, it appears considerably easier to desire than to accomplish. Problems are highly variable inasmuch as they stem from the personalities of the incumbents and their hosts as well as from the characteristics of the joint work and the types of situations in which work is done. Problems range from minor altercations and the inability to gain respect for either side because of personal dislikes to the deliberate manipulation of the American advisor for personal or political purposes. A catalogue of difficulties could serve little purpose inasmuch as each problem may be the result, not of one overriding error, but of the particular combination of host and American personalities and the circumstances of their interaction.

It appears that most of the advising that Division Chiefs do is in connection with development and implementation of programs (and is covered under Sections I, II, and III). Relatively few incumbents reported that they were being utilized on matters not directly related to program planning or implementation. It appears that the Division Chiefs generally do not serve as personal advisors whose judgments, opinions and factual knowledge are sought by host officials on a day-to-day basis for the purposes of formulating policy, creating organizations, establishing procedures, and so forth.

### A. Develops and Maintains Relations With Host Government Officials

This function includes participation in social activities, and the cultivation of personal relationships on which project success reportedly often depends. While adherence to "appropriate" cultural forms is an essential requirement, there is also suggestive evidence that some

departures from what is generally deemed proper by the American community have been highly effective.

1. Participates in social activities

When I first came here and learned that it was not customary to take wives to parties, I took mine anyway. This put an obvious damper on the party. I don't take her any more but only go when it is absolutely necessary and then only for about 10 minutes to pay my respects.

\* \* \* \*

One custom is that no one leaves a party before the Minister. I had a recent illness and felt obligated to attend a party but wanted to leave early. I spoke to the Minister about this. He also wanted to leave early so he made a brief speech and we were both able to leave.

\* \* \* \*

An American official is encouraging American attendance at a club made up of nationals and Americans. I feel that since attendance is being forced, the atmosphere will be too formal. I think gatherings should be in homes, with groups that are personally chosen. I'm ignoring the official's suggestion and hope I won't be forced into going.

\* \* \* \*

I give an average of twelve "fair-sized" parties per year. These are attended by the Minister and vice-minister-level people. I also give many small parties or dinners for 4 to 8 people, also attended by local nationals, and people from other agencies. I have no program or routine for entertaining but do so when in the

mood. At social gatherings business is sometimes discussed, especially at the smaller gatherings.

\* \* \* \*

I came back from a staff meeting and asked my secretary to plan a series of luncheons. The Deputy Director had suggested that each division plan a series of luncheons which would include American personnel and appropriate hosts so as to spread AID's story further. The secretary sighed and said "Not again!" He said that they had tried to arrange luncheons before and that you "call them (hosts) up and they never call back, and they never come anyway." We nevertheless planned the composition of two different luncheons.

\* \* \* \*

One morning on my arrival at the office, my secretary informed me that the mother of a host official had died and the funeral was set for 3:00 the same day. I had to go to the funeral if good relations were to be maintained. My secretary had to cancel some other appointments for that afternoon.

\* \* \* \*

On a field trip, it became necessary to give a short speech. The occasion turned out to be very formal. The other speakers all read their speeches in the local language and this seemed to be the accepted practice. I had planned to speak in English and then have my talk translated. When I saw how formal the situation was, I drafted a short speech in English and handed it to my interpreter to translate into the local language. I then read my speech without help. Everyone enjoyed my effort and I received warm and hearty applause.

\* \* \* \*

## 2. Cultivates friendships

I took advantage of my friendship with the Minister when I proposed the idea of having a higher official attend our ground breaking ceremonies. I arranged for a family visit to the Minister's home with the intention of bringing up the matter during the evening. I brought it up informally, got good reception of it, and saw him informally two more evenings. By the third get-together it was settled and he had already gotten the official to agree to attend.

\* \* \* \*

I got to know an official quite well by personally visiting him when I could. It was necessary to promote a good relationship here because only through such leaders could the villagers be encouraged to cooperate. I successfully cultivated his friendship and he became our biggest booster in the government. He often loaned us vehicles or supplies when we were caught short. I think he realized that we were trying to do something. He has visited the project many times and I can walk into his office anytime. The result of our good relationship was that he often went out to the village with me to encourage the villagers to have patience and cooperate with us. This made the environment much better for us to work in.

\* \* \* \*

A conference was being held and the group decided coffee would be appropriate. To get waiter service in this region a person claps his hands very sharply twice. Without thinking of the implications, and in a joking manner, I clapped my hands for my secretary (a local national). She was obviously quite angry. I learned later

that such hand clapping was definitely reserved for waiters and other lower class workers. My secretary resented being called in such a manner and her resentment was obvious. She brought coffee to the group, but grudgingly. Afterwards I explained to the girl why I had done this, but I'm not certain that she was satisfied.

\* \* \* \*

A host government official visited me and we talked briefly. He told me that he was arranging for me to talk with the Minister so that my ideas could be discussed. I pointed out to him that the Minister had previously been too busy to talk. I was called in by the Minister. We talked since the host government official said we must talk. We talked about two hours, but not about the program. I was successful in establishing a basis for working together.

\* \* \* \*

The vice Minister asked to meet me when I first arrived. I wanted to meet him also so I went to his office at his invitation. After the formalities and small-talk, we began discussing participant training. Finally he point-blank asked me to make some drastic changes in training policies. He was very forceful. I told him I could not initiate changes until I knew what policy had been previously, why, and the consequences of these changes if they were made. When I did not immediately agree he began to argue and shout very loudly. I told him, I didn't have to take this behavior from him or his government. I don't take it from my own. If he wants to discuss this sensibly I would meet with him at my office. I spoke very quietly and calmly. With that I walked out of his office. The next day a messenger came from his office with a note saying how dis-

pleased the vice Minister was with my behavior. I sent a similar message back and again said that the next meeting would be in my office. He did come and he behaved as though nothing had ever happened. He couldn't have been more mannerly or courteous. He hasn't done it since. It was just a matter of showing him that I was going to do things the best way I could, not the easiest.

\* \* \* \*

I wrote to a host government official telling him to cooperate with me by having the participants which his office sponsors get their physical examinations taken care of on time. He was very upset over the wording of this letter. I probably shouldn't have been so direct.

\* \* \* \*

Unscheduled meetings, requiring two to three hours per week, are called by the Ministry official. He brings from two to five colleagues. I attend with my translator and subordinate. These meetings are usually of no consequence. The Ministry official calls for a meeting, then discusses petty issues, trying to get a commitment of money from me. He spends much time asking for such things as the donation of a typewriter. At another time he asked that a Ministry official be allowed to accompany one of my teams, and that he be paid per diem by the United States government while traveling. I must attend these meetings to maintain good relations, and must listen to all the requests, and then politely say "no".

\* \* \* \*

I was soon to take a trip to the United States with a host government official. In order to attend certain meetings in the United States, the official had to be elected to associate membership in a professional society. I arranged this. First, I got a friend to agree to second my motion. Then I told the presiding officer of the meeting that I intended to make the motion. At the meeting, the motion went smoothly; it was unanimously passed by the membership.

\* \* \* \*

One way that I "eased in" to become accepted was to get elected to an Advisory Board. At the meetings I occasionally made unobtrusive comments, which got my name into the minutes of the meetings. The Minister always reads these minutes, so I was able to become known without forcing myself or my advice on anyone. As a result of becoming known, I was appointed by the Minister to an increasing number of useful committees.

\* \* \* \*

B. Acts as Consultant or Advisor to Host Nationals

With increased success in function A above, Division Chiefs may find increased requests for their assistance. Whether advice is requested or offered spontaneously, however, the Division Chief who functions as an "Advisor" on non-project matters is the exception, rather than the rule.

I was asked by a local official to advise on the final details of one of his projects. I outlined my plan on paper and it was adopted. Later a high government official was so impressed that he appropri-

ated an additional sum of money so that the plan could be applied to an extension of the project.

\* \* \* \*

I was on a committee to consider the formation of a central data office. Setting up a central office was the idea of the Planning Board. I opposed the idea, saying that data should be decentralized among the special management areas, with a central office used only for coordination to avoid duplication. I presented my views to the committee, convincing the representatives from the other Ministries.

\* \* \* \*

The Minister came into my office and told me that we should provide secretarial service to a European group which was coming soon to evaluate host needs. I suggested to the Minister that the incoming Europeans had different values than the host, therefore such an evaluation would not be beneficial. The Minister agreed and asked for my suggestions. I proposed that an evaluation group could be obtained from the United States. He agreed to do this.

\* \* \* \*

I suggested to host officials that a project be expanded. To do this would require more land, so I also suggested a source of land. The official later followed these suggestions but made no reference to me or to AID.

\* \* \* \*

I wanted the Ministry to give more attention to developing a program for nationals. I arranged for a weekly seminar taught by one of his technicians and attended by influential people within the Ministry. The purpose of

this seminar was to discuss how to develop the program.

\* \* \* \*

I act as an advisor to the Minister. The Ministry is organized into a number of departments. One of Minister's problems had been that department heads were withholding information from him. I recommended that a Minister hold weekly meetings with each department head individually, and then hold regular staff meetings later to increase the flow of information. The Minister has been doing this with some success.

\* \* \* \*

The Minister appointed me to be Chairman of a Municipal Committee. As Chairman, my main goals were to convince the officials to establish a community service center. The committee met several times and I was able to direct the meetings along the desired path. A report prepared by the secretary recommended that the officials accept and implement my proposal.

\* \* \* \*

Presidential elections are to be held soon. A former host government official invited my superior to his house to discuss a portion of his candidate's platform. I was taken along. My boss placed me to one side and took the major role in the conversation, virtually ignoring me. I tried to ask the local national a few questions in order to build rapport, to learn something of the man, and to try to establish myself. However, whenever I did so my supervisor would answer the questions, never allowing me and the local to communicate directly.

\* \* \* \*

An official asked me to look over sites tentatively selected for construction. He provided me with background information. We walked over the total area of the site, checking various factors. I asked the official if various tests had been made. On the basis of our visit I told the official that I approved the site as being logical and advantageous, and later wrote a report for the Minister.

\* \* \* \*

In an effort to get information from the Minister and to help establish rapport with him, I tried out a "dry run" of an orientation talk I was preparing to give at the Embassy. I prepared a set of flip charts showing the status and needs of the country technical areas, and AID's program to assist in their development. The Minister commented on some of the statistics I had on the chart, and gave me the corrected figures. He was so impressed with the flip chart technique that he planned to use it himself and asked me to help develop it.

\* \* \* \*