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Selected Findings from the
Survey of Returned Participants

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3
A COMPARATIVE ANALYSIS
OF TRAINEES IN
CIVIL POLICE ADMINISTRATION

Special Report
to the
Office of International Training
Agency for International Development

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The Survey of Returned Participants:
A Prefatory Note

In 1959 the Agency for International Development (then ICA) launched a comprehensive evaluation study of its Participant Training program. Personal interviews with former trainees in their own countries were to be employed to assess the value of training since their return. A standardized interview schedule has been used to conduct surveys in thirty countries where the programs were large enough to warrant systematic study.

The Bureau of Social Science Research Inc., of Washington, D. C. began to supply technical consulting and research services to the Agency relating to the planning, design of survey materials and field work procedures of the study beginning in 1958. The Bureau's work has been performed through contracts, in liaison with the Evaluation Staff of the Office of International Training of AID. Reports and analyses for which the Bureau is responsible are of two types:

1. Country reports, each based on data from participants in individual countries. The responsibility for most country reports rests with each United States Mission; in a few cases the Bureau has assumed responsibility for field work or analysis of the interview data.

2. Regional and World-wide analyses, based on the data pooled from all countries in which the study was conducted. The Bureau has processed and stored the data in a computer format that permits comparative analysis among countries or subgroups of participants.

Shorter reports and analyses have also been prepared at the request of the Agency, supplying information based on special tabulations of the survey data.

During this period, Dr. Robert T. Bower, Director of the Bureau, has supplied continuing guidance, while Dr. Forrest E. Clements of the Agency provided general supervision and coordination of the entire evaluation process. At various times, Mrs. Aurilla White and Dr. George Rosenberg of the Bureau staff have served as study directors; since 1963 Mr. Albert Gollin has directed the Bureau's activities relating to the evaluation study.

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INTRODUCTION

This comparative analysis of trainees in civil police administration (hereafter also termed "public safety" trainees) with all surveyed participants is based only on data from the participants who were actually interviewed. In some countries systematic sampling was done, because of the large number of people who were eligible for interviewing. Thus the 194 public safety trainees who were interviewed represent approximately 410 trainees, and the 9,668 participants who were actually interviewed represent about twice as many (19,025) in the twenty-three countries where the study was conducted.

In seven of these countries, however, either no participants were trained in "public safety," or none was interviewed. Participants who were classified as having received training in civil police administration constitute just under 2 per cent of all trainees; in Thailand, Vietnam, Korea, Ecuador and Greece between 4 and 7.5 per cent of the participants were trained in public safety. (Table 1.) (Because of the small numbers involved, we have not subtracted the figures for the public safety trainees from those in all fields taken together in making the comparisons which follow.)

CHARACTERISTICS OF PARTICIPANTS AND PROGRAMS

Age

At the time of departure for the program over half (55.7%) of the police trainees were between the ages of thirty and forty. By comparison relatively fewer of all participants were in this age group but there were more in the two adjoining age groups, so that despite the variation within age groups the average age in both groups was almost exactly the same. (Table 2.)

Work Experience in Specialty

There are only minor differences in the amounts of work experience that the two groupings of trainees had had before entering training. The largest single group (over one-third) had been in their field of specialization for ten years or more before becoming trainees in the program. One-half had between 2 and 10 years of experience in their specialty, and only one in six had been working for less than two years in their field. The figures for all surveyed participants are proportionally similar. (Table 3.)

Formal Education

The figures concerning the amount of formal education of the public safety trainees prior to entering the program are based on only 150 trainees, three quarters of the total number who were interviewed. Because of this shortcoming, any statement about comparative educational

levels of these trainees must be offered tentatively. While three-quarters of all participants had attended a university only two in five public safety trainees had done so. And while the great majority of all participants who had studied at a university earned a degree, just over half of the former university students among the public safety trainees had gone through to a degree. (Table 4.)

Six in ten police trainees, compared with three in ten of all participants went to a special school offering training in some technical subject, but of a generally shorter duration than that given at a university. (Table 4a.) Despite the somewhat unrepresentative number of cases one can conclude that the public safety trainees were generally less well educated than the participants as a whole, and their prior training was more narrowly focussed or specialized as well.

Time of Departure for Training

With respect to the time they were sent for training those in the public safety programs differed considerably from all surveyed participants. Over two-thirds of them left for training in 1958 or later, while 41 per cent of the participants in all fields received their training during this period. Year by year prior to 1958, the percentages of the total trainees were consistently higher than those of the public safety trainees. In 1958 and 1959 alone, proportionally twice as many public safety participants went on programs as did trainees in all fields over the years. (Table 5.) (The low percentages for the 1960's reflect the fact that many trainees had either not yet finished the program, or not been back the requisite period of six months at the time the surveys were conducted in their countries, mainly 1960-1962. Thus they were not available for interviews.)

On the whole it can be said that public safety as a training field emerged into relatively greater prominence after 1957, possibly because of greater internal unrest in some of the countries, but also perhaps because of the growing importance of customs and tariff control measures and other legal instruments in development planning and programs.

Residential Location

Three quarters of trainees in civil police administration lived in the capital city area of their country at the time of selection. The corresponding proportion among participants in all fields is 57 per cent. One-fifth of the public safety trainees came from provincial cities, and only 3 per cent from rural areas. Among all the participants almost a third lived in provincial cities and another eighth in rural areas. (Table 6.) The public safety trainees were presumably more concentrated in headquarters administration than in field work.

Prior Work Contact with U.S. Assistance Activities

Close to two-thirds of both groups of trainees had not had any work-related contact with U.S. projects or personnel before their selection for the program. A fifth of all participants vs. an eighth of the public safety trainees, however, had previously been employed directly by USOM or on projects associated with U.S. assistance programs. (Table 7.)

In sum, the trainees in civil police administration differ in few basic personal characteristics relevant to their selection from the participants in all fields. They were as old, as experienced, and as exposed to USOM activities as their colleagues in other fields of training, but they were more urbanized, less well educated and went for training more heavily in recent years.

Location of Training Program

There are no notable differences between the locations of the public safety trainees' programs and those of the participants as a whole. Nine out of ten were trained in only one country; three quarters of the trainees came to the United States. About one-eighth in both groups received training in more than one country, but again the United States was the principal training site for almost all of them. (Table 8.)

Length of Training

The greatest proportion of both police trainees and all participants received between six months and one year of training; over one-half of the public safety men vs. only one-third of all participants fall in this category. The programs of police trainees included, relatively speaking, more of briefer duration (one to two months) and fewer of extended terms (one to two years) than the programs of the participants in all fields of training. Police trainees went on programs that were three months shorter on the average than those of all participants. (Table 9.)

Types of Training Programs

The most prevalent form of training program is the observation tour. For one in three public safety men and for one in four of all participants it was the only type of program they experienced. Almost half of the participants in the field of civil police administration went for some university training, and in this respect they do not differ substantially from the participants in general, but only a few

attended universities exclusively during the training period. The proportions with on-the-job training alone or in combination with other kinds of programs were quite similar among both groups.

The programs of training that public safety trainees received were somewhat shorter, more often being observation tour than were those of all participants. (Table 10.)

OUTCOME AND EVALUATIONS OF TRAINING

Satisfaction with Aspects of Training

In order to summarize the respondents' own evaluations of aspects of their program, two indexes were constructed as "measures" of their degree of satisfaction. One dealt with the substance and one with the context of the program. Satisfied responses to questions on program length, level and variety were taken as indicators of satisfaction with the substance of the program. Questions on funds for travel and maintenance, free time and the extent of social activities served as indicators of satisfaction with the context of the program. If the respondent found all three aspects of each measure--substance or context--satisfactory, he was scored "high"; if he felt that any two aspects were satisfactory he was scored "medium," and if he liked only one or none he was classified as "low."

There is virtually no variation between the two trainee groups on both indexes: 57 per cent of the respondents were generally well satisfied (high and medium) with the substantive aspects of the program. (Table 11.) An even higher proportion (72%) gave satisfactory responses to questions more related to the nontechnical (context) aspects of the program. (Table 12.)

Level of General Satisfaction

An index of general satisfaction was also constructed based on the questions: how satisfactory (in retrospect) and how important was your program? The groups were then divided into three categories of satisfaction; those who were highly satisfied (those who found the program both "very satisfactory" and "one of the most important things ever done") and those who expressed correspondingly lesser degrees of satisfaction with the program. There are no differences between the public safety trainees and all participants with respect to their levels of general satisfaction, as measured by this index. Over two-thirds in both groups were either highly or moderately satisfied with the program. (Table 13.)

Current Area of Economic Activity

Although the training field of all these participants was classified as civil police administration, at the time of the survey they were employed in a much wider range of areas of governmental activities than this category suggests. Actually only slightly over one-third were working in the fields associated most closely with "public safety"-- police and inspection. Another third were employed in general public administration and about five per cent were in management and in legal services. The remaining fifth was dispersed over no less than seventeen specific areas of economic activity. (Table 14.) Although no causal explanation is attempted here, it might be helpful to keep this wide range of jobs in mind when considering their supervisors' ratings and the extent of their utilization of training to be discussed below.

Frequency of Contact with USOM Officials
Since Return

Public Safety trainees were somewhat more likely to have had a USOM technician available to them, but they have had no more frequent contact with him than other participants. In fact, the proportion of those who had never met the USOM technician they knew was available was higher than that for all participants. However, a majority of returned public safety trainees (57%) and of all participants (64%) stated that they did not have a USOM official available. (Table 15.)

Supervisor's Rating of Importance
of Training

The assessments by their supervisors of the importance of training for current work did not differ much between the trainee groups. One-third of the supervisors who were interviewed believed the training was essential and two in five were convinced that it was very important to the jobs their subordinates were performing. (Table 16.) This finding is based on those 55 per cent of the police trainees (vs. 57 per cent of all participants) who were evaluated by their supervisors. (Table 16a.) A trainee's consent was required in order to interview his supervisor, and some supervisors may simply not have been available.

Patterns of Job Mobility

The only salient difference in the posttraining employment history of public safety trainees is in the higher proportion who were placed in unexpectedly different jobs upon their return from training. They also have had a slightly higher rate of unemployment. As a result, the proportions who have not changed jobs at all, and who have changed jobs only recently are lower than those for all participants. (Table 17.)

Utilization Index

The index of utilization is a measure based on the combination of answers to the following questions: how much each participant indicated he had used his skills on the job, and how much each indicated he had transmitted the substance of his training to others. The sample was divided into four categories of utilization by this classification scheme: "Very high" (those who had done both a great deal), "High" (those who had done both somewhat less), "Moderate" (those who had done either one a great deal, or somewhat less, but the other hardly at all); and "Low" (those who had done little or none of both).

By this index public safety trainees were found to be slightly lower utilizers of their training in proportion than all participants; they were slightly more often classified as moderate utilizers and considerably more often low utilizers. (Table 18.)

Looking at the pattern of findings presented above we can conclude that public safety trainees experienced less adequate placement in jobs that permit more effective utilization of the benefits derived from training. This fact, together with their slightly greater degree of isolation from Mission support and follow-up may be the principal contributors to their lower rate of utilization.

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TABLES FOR
A COMPARATIVE ANALYSIS
OF TRAINEES IN
CIVIL POLICE ADMINISTRATION

TABLE 1

PARTICIPANTS' COUNTRY OF ORIGIN

Country	Number of Public Safety Trainees Interviewed		Number of all Participants Interviewed		Public Safety Trainees as Percentage of all Participants
		Per Cent		Per Cent	
Turkey	31	16.0%	1207	12.7%	2.6%
Thailand	31	16.0	512	5.3	6.1
Vietnam	30	15.5	402	4.2	7.5
Korea	27	13.9	524	5.4	5.2
Ecuador	26	13.4	390	4.0	6.7
Greece	16	8.2	372	3.9	4.3
Philippines	8	4.1	510	5.3	1.6
Brazil	6	3.1	538	5.6	1.1
Ethiopia	5	2.6	197	2.0	2.5
China	3	1.5	619	6.4	0.5
Israel	2	1.0	369	3.8	0.5
Pakistan	2	1.0	610	6.3	0.3
Chile	2	1.0	427	4.4	0.5
Morocco	2	1.0	147	1.5	1.4
Surinam	2	1.0	73	0.8	2.7
Costa Rica	1	0.5	388	4.0	0.3
India	-	-	1449	15.0	-
Jordan	-	-	254	2.6	-
Egypt	-	-	217	2.2	-
Nicaragua	-	-	182	1.9	-
Jamaica	-	-	122	1.3	-
British Guiana	-	-	81	0.8	-
British Honduras	-	-	78	0.8	-
Total	194	99.8%	9668	100.0%	1.9%

TABLE 2
PARTICIPANTS' AGE AT DEPARTURE FOR TRAINING

Age Departure	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Under 25	7	3.6	8.8
25 - 29	30	15.5	18.7
30 - 34	53	27.3	23.0
35 - 39	55	28.4	19.3
40 - 44	27	13.9	14.1
45 - 49	13	6.7	9.0
50 - 54	5	2.6	4.3
Over 55	2	1.0	1.6
Not Ascertained	2	1.0	1.2
Total	194	100.0	100.0 (9668)

TABLE 3

TOTAL TIME IN FIELD OF SPECIALIZATION AT TIME OF SELECTION

Time in Field of Specialization	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
None	4	2.1	3.2
Under one year	7	3.6	3.7
1 to under 2 years	21	10.8	7.4
2 to under 5 years	45	23.2	20.8
5 to under 10 years	52	26.8	24.9
10 years or more	64	33.0	37.4
Not ascertained	1	0.5	2.5
Total	194	100.0	99.9 (9668)

TABLE 4
FORMAL EDUCATION AT UNIVERSITY

Education	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
University or College degree	39	26.0	62.5
Attended University, no degree	31	20.7	9.3
No University attended	80	53.3	28.2
Total	150	100.0	100.0 (9668)

TABLE 4a
ATTENDANCE AT SCHOOL FOR SPECIALIZED TRAINING

	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Attended special school	87	58.0	28.2
Did not attend	63	42.0	71.8
Total	150	100.0	100.0 (9668)

TABLE 5
YEAR OF DEPARTURE FOR TRAINING

Year	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
All 1940's	-	-	1.1
1950	-	-	0.9
1951	-	-	2.0
1952	1	0.5	4.4
1953	7	3.6	5.9
1954	5	2.6	7.5
1955	21	10.8	11.8
1956	12	6.2	11.7
1957	10	5.2	13.2
1958	65	33.5	18.4
1959	63	32.5	16.6
Any 1960's*	10	5.2	6.2
Not ascertained	-	-	0.1
Total	194	100.1	99.8 (9668)

*1960-62 mostly; cf. discussion on page 2.

TABLE 6
PARTICIPANTS' AREA OF RESIDENCE AT SELECTION

Area	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Capital city (area)	148	76.3	56.8
Provincial city (area)	39	20.1	30.7
Rural area	6	3.1	12.2
Not ascertained	1	0.5	0.2
Total	194	100.0	99.9 (9668)

TABLE 7
PARTICIPANTS' CONTACT WITH USOM PRIOR TO SELECTION

Prior Contact With USOM	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Employed by USOM or on a joint project	23	11.8	19.2
Some other work contact with USOM	43	22.1	16.9
No prior contact with USOM	127	65.5	62.9
Don't know	1	0.5	0.5
Not ascertained	-	-	0.6
Total	194	100.0	100.0 (9668)

TABLE 8
LOCATION OF TRAINING PROGRAM

Training Site	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
<u>One Country only:</u>		89.2	86.3
Mainland U.S.	144	74.2	72.1
Puerto Rico	4	2.1	2.8
Other U.S. territory	1	0.5	0.8
Lebanon	-	-	3.7
Taiwan	-	-	0.4
Japan	-	-	1.8
Philippines	5	2.6	1.4
All other one-country training	19	9.8	3.3
<u>Two-Country training:</u>		10.8	13.5
U.S. mainland: Primary	19	9.8	9.8
Any U.S. mainland	-	-	1.1
All other combinations	2	1.0	2.4
Not ascertained	1	0.5	0.2
Total	194	100.0	99.8

TABLE 9
LENGTH OF TRAINING

Length	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Under one month	1	0.5	2.3
One to under two months	26	13.4	6.0
Two to under four months	23	11.8	16.0
Four to under six months	14	7.2	9.7
Six months to under one year	102	52.6	32.0
One to under two years	26	13.4	29.8
Two to under three years	-	-	2.1
Three years or more	-	-	0.9
Not ascertained	2	1.0	1.2
Total	194	99.9	100.0 (9668)

TABLE 10
TYPE OF TRAINING PROGRAM

Program	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Observation tours only (single or in groups)	43	33.5	25.0
Observation tours and university work	33	17.0	21.1
Observation tours and on-the-job training	28	14.4	14.0
All three combined	31	16.0	13.6
On-the-job training only	16	8.2	9.0
On-the-job training and university work	15	7.7	6.2
University work only	6	3.1	11.0
Total	194	99.9	99.9 (9668)

TABLE 10a
TRAINING PROGRAMS OF THREE MAJOR TYPES*

Per Cent Whose Programs Included:	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Any observation tours	157	80.9	73.7
Any on-the-job training	90	47.1	42.8
Any university work	85	43.8	51.9

*These do not add up to 100%; over one-half of the trainees' programs were of more than one type.

TABLE 11

INDEX OF PARTICIPANT SATISFACTION WITH SUBSTANCE OF PROGRAM
(Length, Level and Variety)

Index	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
High	48	24.7	25.8
Medium	60	30.9	32.8
Low	86	44.3	41.4
Total	194	99.9	100.0 (9668)

TABLE 12

INDEX OF SATISFACTION WITH CONTEXT OF PROGRAM
(Money, Free Time and Social Activities)

Index	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
High	70	36.1	33.4
Medium	72	37.1	37.6
Low	52	26.8	29.0
Total	194	100.0	100.0 (9668)

TABLE 13
INDEX OF GENERAL SATISFACTION

Index	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
High Satisfaction	70	36.1	36.2
Moderate Satisfaction	66	34.0	34.0
Low Satisfaction	58	29.9	29.8
Total	194	100.0	100.0 (9668)

TABLE 14
CURRENT AREAS OF ECONOMIC ACTIVITY OF "PUBLIC SAFETY" TRAINEES

	Number	Per Cent
Public Safety	70	36.1
Government-Administration	61	31.4
Government-Management	12	6.2
Legal Services	10	5.2
Other	41	21.1
Total	194	100.0

TABLE 15
 FREQUENCY OF CONTACT WITH USOM TECHNICIAN

Contact With Technician	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
<u>Technician available</u>	82	42.9	35.4
Frequent contact	34	17.8	17.0
Occasional contact	35	18.3	15.8
Never met him	13	6.8	2.6
<u>No Technician available</u>	109	57.1	64.2
Don't know	-	-	-
Not ascertained	-	-	0.3
Total	191*	100.0	99.9

* Excludes three cases who were not asked about their contacts with USOM.

TABLE 16

SUPERVISORS' RATINGS OF IMPORTANCE OF PARTICIPANTS' TRAINING
FOR CURRENT JOB PERFORMANCE

Supervisor Rates Training as:	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Essential	36	33.6	32.9
Very important	48	44.9	42.0
Helpful-not important	15	14.0	19.0
Not useful	3	2.8	2.6
Better off without it	1	0.9	0.4
Don't know	2	1.9	2.2
Not ascertained	2	1.9	0.9
Total	107	100.0	100.0 (9668)

TABLE 16a

PRESENCE OF RATINGS BY SUPERVISORS

Rating	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Participant has supervisor's rating	107	55.2	57.9
Participant does not have supervisor's rating	87	44.8	42.1
Total	194	100.0	100.0 (9668)

TABLE 17
PATTERN OF JOB MOBILITY SINCE TRAINING PROGRAM

Pattern of Job Mobility	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
No job changes since selection	65	33.5	37.3
Postprogram job change (expected)	28	14.4	13.1
Postprogram job change (unexpected)	30	15.5	9.1
Back to same job; but changed since	62	32.0	37.4
Unemployed at any time since return	9	4.6	3.1
Total	194	100.0	100.0 (9668)

TABLE 18
UTILIZATION INDEX

Index	Public Safety Trainees		All Participants
	Number	Per Cent	Per Cent
Very high	57	29.4	36.0
High	51	26.3	30.3
Moderate	50	25.8	21.9
Low	36	18.6	11.8
Total	194	100.1	100.0 (9668)