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COMMENTS ON:



EFFECTIVE ORGANIZATION OF ICA PARTICIPANT TRAINING



Compiled
January 16, 1959

OFFICE OF MANAGEMENT PLANNING
PROGRAM METHODS DIVISION

INTERNATIONAL COOPERATION ADMINISTRATION

TABLE OF CONTENTS

<u>SECTION</u>	<u>CONTENTS</u>	<u>PAGE</u>
I.	GENERAL COMMENTS.....	1-5
II.	COMMENTS ON PARTICIPANT TRAINING PROBLEMS.....	6-7
III.	COMMENTS ON ORGANIZATION FOR DEVELOPMENT OF TRAINING PROGRAMS..... AND ITINERARIES	8
IV.	COMMENTS ON THE ROLE OF THE TRAINING DEVELOPMENT STAFF.....	9
V.	COMMENTS ON THE ROLE OF DD/O IN TRAINING.....	10
VI.	COMMENTS ON THE FUNDAMENTAL ROLE OF TRAINING.....	11
VII.	COMMENTS ON CENTRALIZATION OF TRAINING.....	12-16
VIII.	COMMENTS ON THE NEED FOR AN ASSISTANT DEPUTY DIRECTOR FOR..... TECHNICAL SERVICES	17
IX.	COMMENTS ON THE NEED FOR UNIFORMITY OF TRAINING POLICIES AND..... PROCEDURES	18-19
X.	COMMENTS ON COORDINATION AND/OR CONSOLIDATION WITH IES TRAINING....	20
XI.	PROPOSED ALTERNATE REORGANIZATION SOLUTIONS OTHER THAN..... CENTRALIZATION	21
XII.	INTEGRATION OF TRAINING WITH TECHNICAL SPECIALISTS.....	22-24
XIII.	COMMENTS ON THE STUDY'S RECOMMENDATIONS OTHER THAN CENTRALI-..... ZATION (PHYSICAL FACILITIES, SPACE, ETC.) AND MISCELLANEOUS COMMENTS	25-26

STAFF STUDY -- EFFECTIVE ORGANIZATION OF ICA PARTICIPANT TRAINING

Comments Received from Mission and ICA/W Offices
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I. GENERAL COMMENTS

PHILIPPINES

USOM/Philippines would like to compliment the Office of Management Planning for the excellent and convincing staff study entitled "Effective Organization of ICA Participant Training." This Mission endorses the proposed reorganization of participant training in ICA/W whereby an Office of Participant Training (S/PT) will be established directly under the jurisdiction of an Assistant Deputy Director for Training (ADT). This proposed reorganization of training in ICA/W logically complements the increased importance that has recently been placed on training, in many Missions. It is also in line with the emphasis that Director Smith has placed on expanding training programs and developing leadership resources in the host countries...

This Mission recommends the immediate adoption of the suggested interim steps...

This Mission agrees with the statement that additional coordinators will not solve the problem and endorses the following quoted statement as the best summary of the staff study: "What seems needed is a regrouping of the functions of training implementation under one officer who can exercise clear, crisp lines of authority to insure effective development and application of ICA training policies and procedures

TAIWAN

Strongly support centralized ICA/W Training Office.

TUNISIA

M/MP has done such an excellently thorough piece of research and write-ups that any extensive comments from USOM/T would be redundant. Exhibits 5 and 6 tell the story to persons who understand the difference between ineffective and weak or effective and strong management and organization.

USOM/T agrees wholeheartedly with the recommendation on page 28 of refstudy and urges soonest possible adoption and implementations.

IRAN

Mission believes proposed organizational realignment imperative provide needed uniform coordinated implementation participant program.

JORDAN

Mission heartily approves recommendations.

LEBANON

USOM Lebanon concurs in the proposal for the establishment of a central Office of Participant Training under an Assistant Deputy Director for Training with functions as outlined in the staff study.

PANAMA

USOM has reviewed the Staff Study on the Organization of ICA Participant's Training with interest, and agree with the recommendations proposed.

DOM. REP.

The "Staff Study" and "Addendum" thereto for an effective organization of ICA participant training discloses that this problem has been studied very thoroughly.

USOM/DR believes that "3. a combination of 1 and 2" of the proposed solutions would be conducive to material improvements in the handling of all phases of the ICA training program and therefore endorses the proposed plan.

SUDAN

Mission interest in subject staff study is primarily in:

1. Degree of efficiency attained in dispatch of functions of proposed central services staff.
2. Adequacy of program selection and implementation functions as outlined for proposed training divisions.

It appears that these interest would be more expeditiously served by elements of the proposed reorganizations.

INDONESIA

USOM Djakarta is pleased that this area of ICA operation has been made the subject of a staff study. Most of the deficiencies in current ICA/W organization which are pointed out in the study have long been apparent. The relative ineffectiveness of the present organization in bringing about reform has also been apparent.

TURKEY

...it does appear from the staff study that improvements would be possible.

BRAZIL - MAJORITY OPINION

The majority felt that the problem areas cited in the staff study could best be solved, not through reorganization, but rather through more faithful adherence by all concerned to the Manual Order 1300 series. In addition, periodic Training conferences should be held with well-thought out agenda.

MINORITY OPINION

The Training Officer, representing a minority opinion, supports the proposed reorganization...

IRAQ

An effective organizational realignment as proposed in the Staff Study would be of tremendous benefit to the Mission. A unified policy from a central office will reduce the number of problems arising from differing interpretations of policies and regulations as practiced by the various ICA Training Divisions and participating agencies heretofore.

Of great importance is the factor stated in the Staff Study Section V. B. 7 that a unified training office would increase the prestige of the training program.

THAILAND

USOM welcomes this additional evidence of ICA's efforts to make participant training more meaningful and more effective. USOM is not in a position to appraise the detailed planning involved but approves heartily the basic principle of a management reorganization bringing under one head the six units engaged in training activities...

Of the three suggested possible methods of reorganization, USOM decidedly favors the establishment of a Central Training Office under an Assistant Deputy Director for Training. This solution would, we feel, offer the maximum benefits with no disadvantages USOM can at this point identify...

In summation USOM feels that the recommended reorganization would permit ICA to speak on matters of participant training with one voice rather than six different voices, all pitched, despite maximum efforts toward coordination, in slightly different keys.

AFGHANISTAN

This Mission heartily endorses the proposal as presented for reorganization of the training functions of ICA/W, especially the idea of an Assistant Deputy Director for Training with centralized authority. This reorganization should also serve to put the training aspect of the program of ICA in its proper status vis-a-vis the technical services aspect.

ETHIOPIA

USOM/Ethiopia has studied the subject Staff Study and (1) wishes to commend ICA/W on the excellent job; and (2) strongly supports the recommendation on reorganization and the establishment of an Office of Participant Training.

COSTA RICA

Strongly support recommendations staff study reference.

CAMBODIA

USOM feels that the proposed reorganization for handling participant training as set forth in the attachments to ICATO CIRC. A-30 will contribute materially to more effective handling of participant training in the U.S.

USRO

A significant portion of the participant training projects handled by USRO/TCD combine training in the U.S. and in Western Europe. In programming and implementing these projects, USRO/TCD is in direct and continual contact with most of the ICA training divisions. This places USRO/TCD in a position to encounter the results of inconsistencies in ICA participant training practices and policies.

It is USRO/TCD's opinion that the proposal embodied in the reference staff study could well bring about more uniformity in participant training operations; a most desirable objective.

DD/O

We do not favor a centralized training office. There must be some way to bring about more effective administration of the training program short of reorganization and I have enough confidence in you to come up with an alternative answer to the problem.

O/FE

O/FE concurs in general with the proposal for reorganization of participant training operations set forth in the above Staff Study.

KOREA DIVISION, O/FE

This first-class study is as convincing as it is timely. Its findings and conclusions confirm certain doubts already entertained by Korea Division, on the basis of a few cases involving ROK trainees, regarding the administration of the participant training program, particularly in the area of coordination.

PHILIPPINE DIVISION, O/FE

It is the opinion of the Philippine Division that the proposal for the reorganization of participant training operations is a reasonable one.

BURMA, THAILAND DIVISION, O/FE

The analysis and identification of major weaknesses of the Participant Training Program seem to justify the recommended reorganization, which should result in many improvements if properly administered.

FE/P

The greatest weakness of the study appears to be that it ignores the programming side of participant training problems. The study further appears to assume that the remedy for the shortcomings of the training program lies almost entirely in the administrative field.

The superimposition of a new administrative and operational unit in ICA/W dealing with training matters is not a solution for the problem of improving training program content. That must originate in the field.

O/NESA

...On balance, the advantages would seem to me to outweigh the disadvantages.

Even though there are many practical and logistical difficulties which are only lightly touched upon in the "Staff Study", these could obviously be resolved by thoughtful planning and staged implementation.

O/AFE

In our opinion, it neither demonstrates conclusively the relevant advantages of a centralized administration, nor adequately explores other possible alternatives to the present unsatisfactory situation... We, therefore, cannot at this point endorse the recommendations of the Staff Study...

...Prior to giving serious consideration to a major administrative reorganization in ICA/W, it would be advisable to have AD/E, backstopped by a high level advisory committee, with appropriate representation from DD/M, DD/S, DD/P, and DD/O, completely re-examine the participant program as an integrated whole: its policies, its procedures in the field, in ICA/W, and in training institutions. The terms of reference should include preparation of draft M.O.s, other instructions, related forms, etc.

IA/P

While IA/P is more or less favorably inclined to accept the proposed reorganization, we have some strong reservations... The problem which is being attacked is much broader than simply ICA organization. The organization best suited to deal with the broader training problem must follow from a fairly precise description of the overall training function, not precede it.

M/CONT

All of the background information appears factual and there appear to be serious weaknesses in the present implementation of the training program. The proposed solution, however, does not appear to be the best solution to the matter.

S/FOOD

While we concede the possibility that reorganization and centralization could correct some existing administrative problems, we hasten to add it would almost surely create new ones. But more important is the fact that it would almost inevitably weaken the basic and sound concept of training as a guided tool in implementing project and programs.

S/IND

It must be borne in mind that improvement in training lies mostly with the Missions rather than ICA/W and that eliminating administrative problems would not necessarily improve training.

DD/P

In general, we believe that the organizational changes proposed in the staff study would be desirable...

II. COMMENTS ON PARTICIPANT TRAINING PROBLEMS

PHILIPPINES

USOM/Philippines agrees with the need to establish within Missions a more systematic follow-up and evaluation program...

This Mission is of the opinion that there is apparently a considerable discrepancy in the workload of the various training offices in ICA/W. We note that the Industrial Training Division is very much slower in arranging programs than the other divisions and as a result we have had to cancel some PIO/Ps due to the expiration of the 9 months rule... A shifting of staff by a centralized training office to meet workload peaks should help this situation.

THAILAND

Among the advantages... we would emphasize as the most important, from USOM's standpoint, that the Central Training Office would hopefully ensure:

- A. More objective, balanced and consistent answers, judgements, decisions and guidelines. This is important since at present, apparently, every project manager evaluates in a slightly different way all points from PPA's to English proficiency. For example, some ICA airgrams refuse to accept candidates with fairly high test scores whereas others give call forwards to candidates with grades below ALC's suggested minimum standards for the program envisaged.
- B. More uniform treatment of participants with rulings such as those governing the amount of per diem and for what periods based on one set of standards. Foreign Student Advisors inform us that ICA participants from several countries and areas but on the same campus often receive such varying treatment and per diem rates as to cause real perplexity on the part of the individual and the Advisor.

TURKEY

Centralization at a level high enough to effect quick and positive action both on policy making and implementation of all aspects of participant training should assist in improving such matters as:

1. Manual Orders. We still are operating under old orders issued in 1953 and 1954 and have to guess at times on how to interpret them based on new developments.
2. Proposed training programs and itineraries. While many of these arrive in time for comment and revision before participants depart, some do not and some never arrive.
3. Degrees; length of training; extensions. Different offices in ICA/W have varying interpretations of policy.
4. Use of automobiles; dependents accompanying. We try to explain to the participants the reasons for these restrictions, but there are varying degrees of leniency in carrying out the policies in the U.S.

5. Certificates; participants' reports; reports on progress of training. Received for some participants, not for others, and often very late.
6. English proficiency. Some offices apparently disregard the established standards and determine their own standards.
7. Professional societies and periodicals. Some participants report that they were asked to join but others report having had no discussion at all on this subject. Similarly, some have used part of the book allowance for professional journals while others report that they were not informed the allowance could be used for this purpose. It is difficult if not impossible for a participant legally to obtain foreign exchange for memberships or journals after his return to Turkey.

BRAZIL - MAJORITY OPINION

The staff member of the training division in ICA/W who is directly concerned with our participant should be able to work directly and on an authoritative level with the training officers in participating agencies, such as DHEW, in the best interest of professional training programs. From this distance, a certain weakness in this link has been the main factor causing confusion and delay in processing our participants. However, it has been heavily outweighed by excellent collaboration in other respects from the ICA/W training division and the understanding assistance of the USOM training office.

III. COMMENTS ON ORGANIZATION FOR DEVELOPMENT OF TRAINING PROGRAMS AND ITINERARIES

PHILIPPINES

The comment is made that ICA/W cannot place final reliance on the judgment of a participating agency or of a USOM to determine whether a training request is in accordance with ICA training policy and is professionally sound. This statement probably needs some clarification. Obviously, there should be an interchange of opinion between ICA/W and the Missions on training requests of doubtful validity. This Mission feels that with experienced technicians and training officers operating with full knowledge of local conditions as well as, in most cases, a detailed knowledge of training facilities in the U.S., we are in the best position to pass on the validity of a training request. We recognize, however, that overriding policy consideration and availability of training as determined by ICA/W must guide any final decision.

The comment is made in the staff study that PPA and PIO/P documents are not normally complete enough to provide an adequate basis for developing a training program and that this increases the need for integration of training with the technical divisions. However, with a centralized Office of Participant Training it should be possible to require Missions to provide the necessary detailed information in the PPA, PIO/P, and participant workbook documents thus making training project managers less reliant on technical divisions. In addition, experienced training project managers can, in a short time, build up a large reservoir of technical knowledge regarding Mission projects.

INDIA

Mission interested in steps that would further development training program as requested. Important sufficient control in ICA/W to ensure planning and implementation training program per mission requirements. While participants should be encouraged discuss programs in Washington necessary guard against tendency participants program being turned into grand tour of U.S. or research project.

S/FOOD

There are proposed fundamental changes in or weakening of training functions currently performed by S/FOOD specialists. There seems to be a total lack of understanding of the functions of our specialists and how the functions are carried out.

It is not the project manager alone who plans the itinerary. Our Training Division often participates in such plans, but never without a technical advisor - who is a specialist in the problem or subject being considered. Neither does the job alone or jointly. They operate on a program committee basis in cooperation with a participating agency or agencies. We believe there is no other way short of unjustified increase in staff to assure as effective training as we are now getting.

IV. COMMENTS ON THE ROLE OF THE TRAINING DEVELOPMENT STAFFINDO-JAPAN DIVISION, O/FE

Strengthen and make effective the exercise of responsibility now delegated to the Training Development Staff (TDS).

Establish a unit in TDS to coordinate third country training programs.

M/CONT

The study points out that lack of a central training office creates a weakness of the program in that other agencies, universities, centers and other organizational bodies engaged in training activities, have no central contact point in ICA. This is recognized as a weakness and it is agreed that action should be given this responsibility to the Training Development Staff... it would appear that more authority could be granted to the Training Development Staff and that they could be given the responsibility for policing the training program to see that manual orders are being followed.

S/FOOD

There are effective means, short of centralization, of correcting significant differences. One...would be delegation of more authority to the Chief of S/TDS giving the Office Directors the right to appeal to DD/S.

BRAZIL - MAJORITY OPINION

If authority is required to enforce uniformity in policy interpretations and in standardizing procedures and practices, then it is felt that the Training Development Staff, DD/S, should be so empowered, but without otherwise changing the present organizational setup.

V. COMMENTS ON THE ROLE OF DD/O IN TRAINING

O/FE

We feel strongly that the Regional Offices should be given more voice in the development and implementation of participant training programs.

CLV DIVISION, O/FE

It is not stated whether DD/O will have any voice in developing training program policies. DD/S will have such a voice.

O/LA/P

...we are concerned because the regional offices have so little role in this new proposal. Again, since training is such an important part of technical cooperation, it makes sense to have the regional office participate in planning and implementing the training of participants. In just what way this participation should occur, we are not now prepared to say.

VI. COMMENTS ON THE FUNDAMENTAL ROLE OF TRAINING

SUDAN

It is mission view that adequately staffed mission be able to work out with ICA/W backstopping offices major technical decision prior submission project documents.

O/FE

There is need for greater consideration and coordination of the third country training program.

S/PUB, CDD

Granted the elimination of such difficulties--the tightening up of procedures, the removal of frustrating uncertainties and inter-unit misunderstandings the rectifying of all this and the establishment of a "smoother" operation--are both pleasing prospects for the staff involved, and would serve the interests of the participants in some degree. But these proponents are reminded that the chief interest of participants--and of ICA as a whole, together with cooperating governments--is not a smooth operating administration first, but rather the "take-home" reward in terms of his educational and emotional growth gained here.

DD/P

The staff study starts on a premise which we believe should be corrected. On page 1, the study states: "The fundamental objective of this complex effort is to transmit to each participant the specialized technical skill and/or the favorable attitude or understanding which is essential to the successful completion of an approved USOM Project." I think this is an incorrect statement of the objective of training. The objective of training must be related to the successful attainment of a U.S. objective in a country or a region--and not be limited to the successful completion of a project...

...we believe that it is not accurate to say that the fundamental purpose of training is to support approved "USOM Projects". One of the advantages which we can see in the centralization of the decision process with respect to training is the prospect that, if this decision process is removed from the individual technical services, it may also be freed from a rigid need to be associated with "USOM Projects". We should hasten to say that we regard the rule that training activities must be related to USOM projects as an unwise rule but a useful criterion... The possibility of growing beyond the project rule governing training is one of the key advantages of the proposed reorganization.

VII. COMMENTS ON CENTRALIZATION OF TRAINING

TAIWAN

Strongly support centralized ICA/W Training Office.. Improved, closer liaison with private and government American Training agencies utilized by ICA/W essential... Central Services Staff should also be established to assist USOM's active encouragement first country training.

PANAMA

It is to be supposed that all the points of friction mentioned in this report are common to every Mission. Certainly in the case of USOM/Panama it has been difficult to understand why airgrams requesting information on policy decision in participants' training matters were so delayed in answering. Information reaches the field periodically indicating that there is not sufficient coordination and flow of information between one training division and another and USOM is of the opinion that the proposal will tend to eliminate this condition.

INDONESIA

The reorganization proposal appears to have implications not fully recognized in the staff study: It should tend to strengthen line authority in ICA/W. It should result in better management focus on the project and the people in the field responsible for it. It would redirect DD/S effort to an earlier stage where it would be more positive and more appreciated.

TURKEY

The Mission has had difficulties of nearly all the kinds dealt with in the study, resulting at least in part from the decentralized organization in ICA/W.

BRAZIL - MAJORITY OPINION

The Chiefs of Public Administration Division and Food & Agricultural Division can find no fault with the present organization with respect to the implementation of their specific projects by the TB/PAD and ATD/SFOOD. Both feel that a centralization of the training function would reduce the personal contact between training staff personnel and the technical offices concerned.

The Health & Sanitation Division states:

"H & SD favors any plan to improve our channels with ICA/W, simplify procedures, and augment the impact of the participant program. Effective selection of candidates must properly be with divisions at Mission level.."

Rather than centralizing responsibility for interpretation and application of policy in one office, we feel that more authority should be vested in the individual training divisions, which of course would be guided and limited by the overall programming objectives under the responsibility of the office directors...

BRAZIL - MINORITY OPINION (USOM Training Officer approves centralization of Training

I would expand the function of the Evaluation Branch to include criteria for orientation of participants as well as future Project Managers; and policy and procedures for participant follow-up.

"Refines the existing workload standards for Project Managers". This is a must inasmuch as some Project Managers have too much to do and others have little.

I believe ICA/W should encourage the rotation of project managers from one training division to another, enabling them to receive a broad knowledge of the total substantive program. Project managers working for many years in one field of activity tend to become stale and unimaginative, thereby lessening the effectiveness of their efforts.

IRAQ

Also a central office that can quickly develop or revise training policies to adjust to changing nature of ICA programs is necessary. Without a central training office and with the present arrangement of 5 independent training divisions many changes become delayed during the complicated coordination procedures.

THAILAND

USOM experience parallels ICA/W's in finding that coordination, however desirable in the abstract, was not a satisfactory solution to problems in connection with our Participant Training Program...

CAMBODIA

It is believed that centralizing both authority and responsibility over the substantive training divisions will achieve more consistent policy application and administration of the training function. USOM also feels that centralization will eventually lead to better selection of training institutions and other training activities in the U.S. through the compilation of experience in all fields of those facilities which meet the special training requirements of foreign nationals.

KOREA DIVISION, O/FE

The solution to the overall problem would appear to lie in greater centralization of administration. How else can responsibility be fixed for the success or failure of a program such as participant training, with its own distinct techniques and problems, a program at the time so vital to the recipient country, the U.S. Government, and the firms, institutions and individuals concerned?

INDO-JAPAN DIVISION, O/FE

We believe that by making the present organization work the training function will be given greater recognition, and that one need not establish a new organization to accomplish this. Strengthen what exists, and make it work.

CLV DIVISION, O/FE

Our review of the Training Office proposal prompts the following comments:

1. It pulls together in one office all training officers and records thus making it easier for us to get information and action.
2. It will permit rapid and more unified action than is presently possible.
3. It will permit more uniform administration of training programs in various fields of activity than is now being accomplished.
4. It will, as a side benefit, encourage Desk Officers to evince greater interest in training programs.
5. Training is recognized as of primary importance rather than as a side activity to projects.

CHINA DIVISION, O/FE

From the Mission's and Desk's point of view the proposed centralization would seem very advantageous, in assuring quicker and more standardized policy and procedural decisions and operations.

O/NESA

There is, however, one major weakness in the proposal which is not readily susceptible to solution...

When all is said and done, this would mean to me that present unsatisfactory operating procedures would remain about as they are, the Technical offices would retain control over participant training program content and the selection of training officers and the newly appointed Assistant Deputy Director for Training, despite the formidable qualifications set forth as a pre-requisite to his selection, would in fact be running a "central services" division for the training program, with responsibility for implementation but no authority over policy or program content.

I would strongly urge reconsideration of that part of the proposal so that the Assistant Deputy Director have overall control with the Technical Offices serving in an advisory capacity, with operating procedures modified where necessary to make this control a reality. Unless this be accomplished, I would suggest that present arrangements be continued.

M/CONT

We do not agree that the way to achieve these objectives is by a major reorganization and the establishment of an Office of Participant Training headed by an Assistant Deputy Director of Technical Services. We are opposed to any transfer of activities now included in M/CONT to the new Office of Participant Training...

We do not agree that many of the problems cannot be met unless an Office of Participant Training headed by an Assistant Deputy Director of Technical Services is established... The major objection to the proposed solution is the centralization of the responsibility for review, approval and development of the substantive content of the training program rather than leaving this responsibility in the various technical services offices.

We do not believe that fiscal controls can be effective outside of the Office of the Controller nor that such responsibility can be centralized without doing violence to the generally accepted concept of independent controllership... This examination is conducted in accord with the modern concept of the controllership function. It is not confined to a mere routine review of fiscal data, for in addition to examining the documents as to their fiscal soundness which includes a test of the obligation validity, they are scrutinized to assure uniform application and observance of ICA policies, (and) regulations...

The location of this function in M/CONT assures the successful application of uniform examination criteria since by its detachment from DD/S and DD/O it is insulated to some extent from the intense pressures which arise from time to time to seek fallacious remedies for fundamental errors by waiving regulations and procedures. Through this function, the Agency is assured of maximum application of uniform standards which maintain...the observances of written policy and regulation... The removal of this function from the Office of the Controller would be a retrogression from the generally accepted modern concepts of Controllership.

S/FOOD

...there are effective means, short of centralization, of correcting significant differences... One approach would be for the Office chiefs to resolve them. Another would be delegation of more authority to the Chief of S/TDS giving the Office Directors the right to appeal to DD/S. Another would be to present clear-cut issues to DD/S for decision. Still another alternative is solution 2 as presented in the staff study. Any one of these is preferable to the proposed centralization.

S/PUB, CDD

We have in Director Smith's memorandum to all USOM Directors, May 16, 1958, a statement which rather than supporting centralization should give pause to any proponent of a plan to centralize training in ICA. It is as follows:

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

"Training and education" are named as the means to bringing about these changes.

The proponents of centralized training, however, have failed to produce a single substantial argument to prove that such a plan will strengthen the ICA training program to "change habits, attitudes," etc. Rather it is presented as a plan to eliminate certain administrative difficulties...

... What has been garnered by assorted "evaluation studies" is scarcely to be relied upon as substantial proof of a need for centralized training to accomplish this aim. Evaluation tours, in instances, appear to have consisted of a "cafeteria overlook" of the field operations, providing thereby insufficient factual material which is objective and technically defensible. This is not the quality of study on which to base major decisions in training participants...

... We submit that while "policy", "authority," and administrative organization are functionally important, that training is education... We maintain further that effective teaching requires sympathetic and skillful adaptation to the needs of the individual and that this is not assured either in "assembly line" techniques nor in centralized operations...

CDD questions seriously if U.S. training in this field could meet the expectations of participants and their governments if a scheme of centralized training in Washington, aimed at a "tight" organization, should handicap the Division in providing an effective experience in learning.

The addendum states that the response to the Study showed that the functions of the technical offices would remain almost unchanged. This indicates that Management Planning still fails to understand the situation in CDD. Centralization would so drastically change the situation that if put into effect CDD would seriously consider eliminating all U.S. training rather than accept the quality of training which would result.

DD/P

...a strengthened central training office should be to make a contribution to the planning of ICA training activities which is substantially better than the contribution being made under the present organization... This potential contribution by the proposed new central training office is, in the view of this office, an important advantage of the proposal to establish such a training office.

Of the advantages enumerated in your staff study, the one which appears to this office to be most promising was the advantage of recognition. We believe that the creation of a new strong office responsible for the implementation of training programs, particularly if such an office were also given certain responsibilities for analysis and advice on program planning would give the kind of prestige to the training function which it deserves.

VIII. COMMENTS ON THE NEED FOR AN ASSISTANT DEPUTY DIRECTOR FOR TECHNICAL SERVICES

TAIWAN

Social scientists with area competence desirable new AD/T, possibly including director. Do not restrict top staff recruitment to academic world.

BRAZIL - MAJORITY OPINION

We see danger in over-centralization and inflexibility unless the principal objective and interest of a deputy director for training can be to maintain the principles of effective selection and planning of training.

IX. COMMENTS ON THE NEED FOR UNIFORMITY OF TRAINING POLICIES AND PROCEDURES

PHILIPPINES

This Mission would like to underline the comment regarding serious divergencies among the various ICA/W training offices in the application of ICA policies on degrees, longer-term training, extensions, etc. We could readily cite examples of this and the resultant difficulties in attempting to explain these divergences in the Philippine Government. The proposed ADT would be also in a position to establish and direct uniform policies on the above matters so that differences in policy between one USOM and another will be eliminated. Participants become aware of these differences while in the U.S. and they are not readily explainable.

COLOMBIA

There has been noted a lack of uniformity of procedures between the various divisions and participating agencies which has been a source of embarrassment in the field in view of the fact, which is continually emphasized, that the participant training program is implemented upon the basis of uniformity of treatment for all participants.

The case presented in TOICA A-94 of 7/31/58 and ICATO A-91 of 8/15/58 is an example of such lack of uniformity in administrative procedures.

O/FE

There appears to be some danger that the advantages sought by centralized administration of the program could be lost by divorcing the responsibility for "program content direction" (page 30) from responsibility for "program implementation and service".

O/AFE

We feel that M/MP has done an excellent job in pointing up problem areas in the participant field, for example the lack of guidelines for USOM, conflicting interpretations of policy on such matters as English language requirements, lack of decision making on fundamental policy questions such as in-country training, and studying for degrees. There is no question but that operation of our participant program is frustrated by many unresolved problems of both a policy and procedural nature.

M/CONT

We do not believe the basic problem is one of centralization vs. decentralization, but rather, that the problem is one of the establishment, interpretation, application, and enforcement of uniform policies and procedures in the participant training program...

The administrative or procedural matters to be the function of the proposed Office of Participant Training, in contrast to the technical or substantive matters to be retained in the technical offices, do not appear to be of sufficient magnitude or importance to warrant the establishment of a separate office...

It implies that both the present problems and future problems result from the organizational structure. We contend that basically the present problems arose because of lack of clear-cut directives, manual orders, or instructions outlining uniform policies and procedures for the participant program. We believe that if additional effort is made to manualize properly the policies and procedures present problems will be solved and future problems will, to a great extent, be prevented. Certainly we do not need additional "coordinators" of policy, nor do we believe that we need a large staff to police policy. Surely the staff engaged in implementing the training program would be mature enough in experience and judgment to follow policy directives and instructions once they have been announced and issued. The solution is to get the decisions made and the policies written and distributed to the persons engaged in the implementation phase.

S/FOOD

It is our considered judgment that the basic staff study and the addendum grossly exaggerate the importance of many procedural differences among the various offices.

X. COMMENTS ON COORDINATION AND/OR CONSOLIDATION WITH IES TRAINING

CLV DIVISION, O/FE

We question whether coordination with other training programs (particularly IES) is sufficiently strengthened. IES-ICA programs should be closely integrated, but this point is not clearly made in the proposal.

XI. PROPOSED ALTERNATE REORGANIZATION SOLUTIONS OTHER THAN CENTRALIZATION

OFF/P

A comprehensive and integrated approach to the problems of participant training should be made. A fragmented approach, such as suggested by the staff study considering only administrative, technical or operational matters, will not achieve the objective of improving the training program.

It is suggested a recommendation be submitted to the Director of ICA that a study group be established to consider the problems of the training program. This group should be charged with responsibility for considering the program in all its aspects and make recommendations for improving the participant training program.

M/CONT

As an alternate solution it is proposed that (a) the present Training Development Staff be reorganized, given more authority and assigned the duties and responsibilities proposed in the study on pages 40 through 43 (except those relating to the review and issuance of PIO/Ps) for the Office of the Assistant Deputy Director for Training, the Policy and Evaluation Staff, and the Central Services Staff; (b) the functions of the proposed Training Divisions as outlined on pages 43 and 44 of the study remain in the technical services offices; (c) that Management Planning assist the Deputy Director for Technical Services and the Training Development Staff in the formulation and issuance of manual orders setting forth the agency's policies and procedures for training; and (d) that the Office of Personnel and the Office of Management Planning review the staffing, position descriptions, and assignment of the training officers in the various technical services offices to insure uniformity in grades, responsibilities and duties.

The Addendum presents some so-called interim steps on which it is proposed action can be taken and which do not need to be delayed pending the proposed solution. We agree generally with these, although we do not look upon them as interim steps to the creation of an Office of Participant Training but, rather, as solutions to the present problem.

XII. INTEGRATION OF TRAINING WITH TECHNICAL SPECIALISTS

THAILAND

Among the advantages... from USOM's standpoint:

Increased possibility for the technical specialists to concentrate on the substantive aspect of the participant's program and to control his progress. It is hoped that more personal supervision and contact with participants would thus be possible and that USOM could expect to receive reports more frequently on participant's adjustment and progress.

INDONESIA

Those who espouse the need to "integrate" training with other components of ICA projects are applying a valid standard which must be met before ICA can rightly lay claim to having effective management. There is no doubt that some few individuals are earnestly endeavoring to achieve greater integration by revising and supplementing information provided on the PIO/P training request. However, those who advocate accomplishing integration by second-guessing PIO/P's have chosen both the wrong time and the wrong place to do so.

The best time to assure integration is in the planning stages of the project. Delay until later is frequently costly in time, money, and public relations. The best place to assure integration of the individual PIO/P's is in the host country. This responsibility is clearly one to be given those overseas who provide management for the project. Attempts to integrate too late and at too great a distance tend to decrease efficiency and add to the frustrations of already difficult overseas assignments.

Those who advocate integration through second-guessing on PIO/P's appear to base their case on inadequacies in mission project management. To the extent that this has merit, the answer is to improve that management, not to superimpose another layer of people whose remoteness results in their having less knowledge of the project. If it is argued that the PIO/P's are not sufficiently informative, the answer is to make them more so. If it is argued that there is insufficient technical competence in the Mission to prepare the training request, it may well be questioned whether project activity in such an area should take place without providing the required competence. In those few situations where training should proceed in spite of the absence of a competent technician, the Mission might well be made responsible for asking for a special review of the training request.

O/FE

The proposal does not appear to provide adequately for improvement of the quality of participant training. Perhaps the Policies and Procedures Branch in the Policy and Evaluation Staff needs strengthening.

INDO-JAPAN DIVISION, O/FE

Strengthen substantive direction of training programs by the technical services in order to make effective the exercise of responsibility by the technical services for close integration of the training program with the related technical activities.

O/LA/P

... We are concerned about the separation of training from the DD/S offices. It will certainly make it more difficult for the DD/S offices to keep on top of their respective programs.

S/FOOD

... that wider separation, either physically or administratively, of the training staff and our subject matter specialists would create new administrative problems and tend to weaken the technical guidance seems inevitable and hardly debatable. Training is only one element in some way related to the others. It is difficult to conceive of a magic so powerful in the proposed centralization scheme that it would avoid weakening the present contributions of S/FOOD or any functional office that knows how to marshall the training facilities, the technical competence in the U.S., that knows when, where and how training can be arranged, and knows the proper content of such training for individual participant and for teams or multi-country groups. It is the USOM's job to integrate training at the country level, and it is ICA/W's job to help them...

It would be unsound to leave it to the Project Manager to decide whether or not technical advice is needed. A sounder approach would be to adopt a procedure that would always get technical guidance. This approach is operating in S/FOOD.

S/IND

We believe it is a dangerous idea to consider that it is not necessary to have training close to a functional office...

A special staff at the "Office of Participant Training" level would tend to breed independence rather than coordination with the concerned technical office in DD/S.

It seems ill advised to separate the Industrial Training and Technical Aids Division from the overall activities of the Office of Industrial Resources. Training is supposed to be in support of capital projects or economic development programs.

S/PUB, CDD

... The process of community development and methods and techniques for its application are still in a developmental stage. This requires in this field a "project manager or training officer" who is qualified as a technical specialist and that there be in addition a constant interchange between the "project manager" and the "technical specialist".

M/CONT

The proposed organizational structure will be more conducive to uniform procedures and policies; however, it clearly divorces training from the balance of the technical program. It appears, therefore, that while it may solve the problem of uniform policy and procedures, it would establish an organizational pattern which will result in wider cleavage between training and the balance of the program than now exists...

...Wouldn't it be better to have all of the technical offices follow the system used by S/FOOD and actually integrate training into the entire technical program?...

The proposed procedure does not insure and organizationally does not permit the close relationship sought.

XIII. COMMENTS ON THE STUDY'S RECOMMENDATIONS OTHER THAN CENTRALIZATION
(PHYSICAL FACILITIES, SPACE, ETC.) & MISCELLANEOUS COMMENTS

PHILIPPINES

It should be recognized that training officers and project managers usually have a technical specialty of their own such as education, public administration, industrial management, etc. In addition, as they administer technical programs in other fields they build up a quasi-technical background in these fields. These abilities plus the important "ability to work closely with foreign nationals" should be recognized as the type of broad technical-administrative competence needed for persons in this profession. Such a recognition will assist in the upgrading of personnel engaged in this work.

TAIWAN

Concomitant elevation status USOM TO's desirable.

BRAZIL - MINORITY OPINION

The Training Officer, representing a minority opinion, supports the proposed reorganization with the following suggestions: -

Page 23 under "Other Management Defects", I would add the suggestion that future Project Managers for duty in ICA/W be provided a period of orientation and on-the-job-training.

Pages 28-29 par 7. There presently exists one grade of Project Manager; i.e. GS-13. I believe ICA/W personnel policy should be directed to bringing in young talent as Assistant Project Managers at GS-9 level and developing them for jobs requiring more responsibility in ICA/W or in a USOM Training Office.

M/CONT

The subject Addendum has clarified some of the questions raised in the original staff study and has done much to pinpoint the areas of disagreement as to the manner in which the problems presented should be resolved...

We agree that there is a need for better physical facilities for the reception of foreign visitors...

We agree that there should be a central staff for contact with other agencies, universities, centers and other organizational bodies engaged in training activities, and that this staff should be in the Training Development Staff...

Under the heading of Other Management Defects on page 23 of the study, as well as in other portions of the study, reference is made to the ability of the training officers, the wide variations in grade, the lack of personnel in some offices, skills and knowledges of personnel, and other personnel problems. It is admitted that all of these are factors which enter into the degree of efficiency and effectiveness of a training program. However, it is contended that you do not cure these problems by a reorganization or realignment of responsibilities, but that these are problems which must be resolved by Office of Personnel and Office of Management Planning by reclassification, revision of staffing patterns, rewrite of position descriptions and reassignment and recruit-

ment actions.