

**AN ANALYSIS OF I.C.A. TRAINING PROGRAMS
IN THE UNITED STATES FOR PARTICIPANTS
IN COMMUNITY DEVELOPMENT.**



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INTERNATIONAL COOPERATION ADMINISTRATION**

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TABLE OF CONTENTS

	<u>Page</u>
I. Introduction	2
II. Summary	3
III. Narrative	5
A. Distribution of Participants by Regions	5
B. Duration of Programs	5
C. Age Distribution of Participants	5
D. Previous Educational Experience	6
E. Positions Held Before Training	6
F. Previous Professional Experience - Community Development Related	7
G. Functional Goals for Participants Named by Missions	7
H. The Substance of Training Programs Requested by the Missions	7
I. Service to Participants by Federal and State Agencies	8
J. Participant Visits to Selected Communities	9
K. Services to Participants by Business, Industrial and Civic Organizations	9
L. College and University Services to Participants	9
M. Training in Neighboring Areas	10
N. Third Country Training	10
O. International and Non-governmental Agency Cooperation	11
IV. Illustrations	12
V. Comment	17

I. INTRODUCTION *

This analysis is based on three-and-a-fraction years of U. S. training of participants from overseas in the substance and methods of Community Development. Since 1955 the Community Development Division, in the Office of Public Services, has been responsible for this training.

Experience with training programs before 1955 in this field, developed a problem of satisfying the expectations of many of the participants. Community development in the new nations today is a recent movement and is distinguished by characteristics, some of which prevailed in the United States a century or more ago, and others which have not been a part of life here. While the process is the same, and the fundamentals apply, the high degree of specialization in the U. S. resulted in a segmented approach in the early training programs. It was, nonetheless, a conviction in ICA that there is much in the U. S. record of experience worthy of study, and that training in this country has something unique and worthwhile to offer those who come here. Subsequently a training unit was created in the Community Development Division in September 1957.

In the past four years this division has canvassed the country for suitable training resources, has tailored programs to satisfy the varied requests from the Missions, has distributed responsibility for the numerous kinds of experiences, and, finally, has evaluated these experiences and the total programs.

Therefore, it is appropriate at this time to make some analysis of both the participants and their programs as a guide to future planning. This may be considered a "trial run", neither complete nor exhaustive--because of limited time and staff available.

Data used are from 132 cases which are represented as being a valid sample of all training in community development in the United States, carried on under the direction of this division of ICA, and beginning with FY 1955. Programs for FY 1958, however, which were not completed at the time of this calculation are not included.

Training programs in Community Development have been planned to conform to the general requirements set forth in M.O. 1301.1, "ICA Participant Training Policy."

* This report was prepared by W. R. Gordon, Training and Resources Branch, Community Development Division, International Cooperation Administration. The writer is indebted to Louis Miniclier, Chief, Community Development Division, for many helpful suggestions, and to David Anderson, Community Development Advisor, USOM/Jordan, for assistance with extracting the data.

II. SUMMARY

Noteworthy among changes in participant training in Community Development over a four-year period just ending is the shift of source from Europe to the Near East, South Asia and the Far East, with conspicuous limited representation of Latin America and Africa.

The duration of training programs has increased from an average per participant of 3.1 months in 1955, 4.2 months in 1956, 5.9 months in 1957 to 10.1 months in 1958.

The average age of participants is younger, and the representation of women but slight.

An impressive proportion of all participants have had college training, with a diminishing number in the years 1957 and 1958 reporting post graduate study. Candidates for study in the U. S. were selected from among administrators, supervisors and instructors for the most part, with a significant and increasing proportion composed of varied technicians identified with special services in a broad program of community development.

Fewer years of professional experience related to community action programs were reported by participants who came in the later years, due in part to the fact that such programs are relatively new in the areas they represent.

Functional goals specified in the proposals for training these participants were Administration and Policy Making, Teaching Competence, Action Research and an assortment of technically shaded specialities.

Substantive goals were as follows: 1) a frame-of-reference formulated out of appropriate concepts taken from the behavioral sciences and comprehending the community--its structure and function--and the roles of those who perform within it; 2) techniques in organization; 3) group process and leadership; 4) social and economic planning. Some shift of emphasis is noted in both the Functional and Substantive Goals over the period studied.

Training programs have been divided between on-campus academic experience and field observation. The college and university stage has varied from brief periods of consultation, seminars and workshops, to a semester and a full year of systematic study. Experience in the field has consisted of observations of community action demonstration, consultations, and participation in operating programs. This part of the training has been made possible by a varied assortment of Federal and State agencies, business and industrial concerns, civic organizations, and voluntary agencies active with programs of assistance abroad.

Finally, there have been visits to the neighboring areas of Puerto Rico, Jamaica, Mexico and Canada for study of the activities there.

The data are presented graphically in a series of illustrations on pages 12-16, inclusive.

Comments based on an interpretation of the data and their meaning for future planning are to be found in Section V, beginning on page 17.

III. NARRATIVE

A. Distribution of Participants by Regions

The proportions of the total participant load representing the several major regions shifted from year to year. This has had its effect on the content and objectives in training programs. For example, in both 1955 and 1956, European delegations were numerically more important. Central Europe was still busy with programs of reconstruction following the war, and the concept of community development was one promising means of serving the need there.

However, the characteristics common to many of the new nations--emergence from colonialism, widespread illiteracy, low level of productivity and limited command of modern technologies--were not the chief difficulties for the Europeans to cope with. The problem, rather, was to reestablish the economic and social proficiency previously held. The basic knowledge, the purpose, the skills were there, now to be exercised through a new concept of collective action.

These teams came to the U. S. to study our ways of stimulating and directing group action for economic improvement in urban areas, with special attention to public relations in business and industry, labor-management problems, urban-rural relations, as well as the appropriate organizations for each, and through the process of community development.

Those who came from the Near East and Asia on the other hand were interested in the problems of the village and were not prepared for this degree of sophistication. Their programs had to be modified accordingly.

Figure 1, page 12, illustrates the proportionate representation from each region for the period studied.

B. Duration of Programs

Figure 2, page 12, indicates a trend to longer programs during the period studied--from those lasting three months or less to those of nine months or longer. The explanation may be found in the difference in participants (age, experience, responsibility) earlier vs later, and the substantive content of the programs. With regard to the latter, the missions requested increased attention to the subject matter of the behavioral sciences. This in turn made necessary extending the stay at colleges and universities.

C. Age Distribution of Participants

While not consistent throughout, there is during the period an increase in the proportion of the participants who are under 30, and a

diminishing proportion of those over 45 years of age. This correlates with the increase in the number of participants who represent Asiatic countries. There the initiation of political and social change commonly springs from among those younger and eager for new responsibilities. This fact ties in with a previous reference to the substance of the programs. More time devoted to academic study will in most cases be agreeable to the interest and expectations of these younger participants. (See Figure 3, page 13.)

D. Previous Educational Experience

The present and potential leadership in public affairs as represented by these participants is equipped, in all but a few instances, with some training at the college level. (Figure 4, page 13.) Not to exceed one-in-twenty in any one year reported having no college experience. The proportion of college graduates increases consistently from 1955 to 1958, and in the latter year, six-in-every-ten have qualified for a degree, with an additional one-in-every-ten having completed some graduate study. Again, however, the effect of a younger average-age in the later contingents explains in part the diminishing proportion with post-graduate training and advanced degrees.

E. Positions Held Before Training

Missions, as a rule, have not proposed training in the U. S. for those who staff program operations at the local level. This practice automatically restricts the U. S. participant rolls to administrative and supervisory personnel, to those who are engaged in host country training, and to such technicians as are practicing their specialities within a comprehensive program of community development.

According to the available data (see Figure 5, page 14), it would appear that recruitment of participants has undergone some shifting of emphasis, or--and perhaps the more likely explanation--an evolving situation in a host country becomes the basis for the selection of participants for a given year.

In any event, it does appear that the major investment is being put into the Supervisor-Manager and the Administrative-Policy ranks where it will most likely produce the greater, immediate return.

Illustrative of the effect of "an evolving situation," mentioned earlier as contributing to the choice of participants, is the noticeable increase in requests for training in "Teaching" and in "Action Research" in 1958. All developing countries, relying as they do on their own training facilities to the full extent possible, are faced with the problems of having to expand and elaborate these facilities as their programs grow. Training centers and colleges are needed for staff qualification training, for supplemental in-service training, and for conducting programs of information and cooperation with other government agencies, and the

public. In this field the United States is experienced. There are ample resources for programming participants whose interests fall in this area of training.

F. Previous Professional Experience - Community Development Related

It is shown in Figure 6, page 14, that earlier participants had more community-related experience than those who came in 1957 and 1958. Two facts have relevance in explaining this: 1) the region from which they came, and 2) the average age of the participants.

The European teams (here in 1955 and 1956) averaged older; hence they had more opportunity to have this experience. But, also, they were associated with programs in social and economic development which had their antecedents in pre-war years. It is reasonable to assume that personnel recruited for post-war programs were, in all instances possible, selected from among those with appropriate past experience.

The later participants, who came from other regions, were younger, and for that reason lacked the experience referred to above. But, also, the concept of community, and the techniques of guided social change, are relatively recent interests of governments in the new nations. Hence, these more recent participants include more of those who have lacked the opportunity to have experience which was community development related.

G. Functional Goals for Participants Named by the Missions

"Administration and Policy Making" as it relates to Community Development was the chief, and almost the only, Functional Goal named for participants the first year. It continued to be important in the two years which followed, but was surpassed in 1958 by "Improvement in Teaching Competence." Figure 7, page 15, illustrates this, and also indicates an increased interest in Action Research. A fifth goal, "Other" is made up of a variety of related interests and responsibilities. Technicians in many fields, for example, "Youth Work", "Visual Aids", "Recreation", "Land Settlement", "Adult Education", "Migration" -- to name some of them -- are frequently operating within a comprehensive community development program. Requests for their training do not always indicate the particulars in community development which are of most concern to these participants; and in some instances even specify training in the specialty itself. As a consequence the trainee pursues his program with mixed purpose. Even the U.S. resource specialist is not always clear as to what the chief interest of the visitor is. This vagueness on "Functional Goals" is one of the problems faced in programming.

H. The Substance of Training Programs Requested by the Missions

The requests for program substance are arranged in five categories, as follows: 1) Behavioral Science information, 2) Techniques in Organization, 3) Group Process and Leadership, 4) Social and Economic

Planning, and 5) Other. The relative emphasis on each of these, and for each year, is illustrated in Figure 8, page 15. Techniques in Organization and Group Process have been consistently important throughout, with an increase in the requests for attention to the Behavioral Sciences. Social and Economic Planning, on the other hand, diminished to 1957, but shows an increase in 1958.

The substance of community development comprehends, primarily, the techniques in social organization, the fundamentals in the group process and leadership, and elements of social and economic planning.* Serving as a foundation under all of this, is the appropriate subject matter of the behavioral sciences.

The point discussed under "G" relative to the category "Other" or secondary objectives in training--distinguished in part by their variety--also applies in the case of "Substantive Goals". This category increased in relative importance from the beginning, and in 1958 constituted the largest single unit. Twenty-five to thirty percent of the goals specified in the requests of the last two years have been on the margin of community development, and scattered among a varied assortment of specialties. Evidently, then, programming for such participants requires a double emphasis, devoted: 1) to the fundamentals of Community Development itself, and 2) to the particulars of relationship between such fundamentals and the practice of a given specialty in a Community Development program.

I. Services to Participants by Federal and State Agencies

Formal and academic study by all participants has been supplemented with field experience demonstrating the methods employed by numerous Federal and state agencies. Both because of the generous cooperation of agency personnel and the number of these services active with programs of community betterment, it has been possible in all instances to provide programs to conform to mission requests. Agencies referred to here do not include Land-Grant Colleges. The list does include the several services of the Department of the Interior (Indian Affairs, Land Management, Tennessee Valley Authority, etc.), Health, Education and Welfare (Social Security, Education, Public Health Service, Vocational Rehabilitation), U.S. Department of Agriculture (Extension Service, Rural Development, Soil Conservation), Department of Labor, and the Bureau of the Census.

* "Community Development is a process of social action in which the people of a community organize themselves for planning and action; define their common and individual needs and problems; make group and individual plans to meet their needs and solve their problems; execute these plans with a maximum of reliance upon community resources; and supplement these resources when necessary with services and material from governmental and nongovernmental agencies outside the community. ..." ICA Manual Order No. 2710.1, July 2, 1957.

State agencies corresponding to those at the Federal level have assisted with these programs. States representing each major section of the U. S. have cooperated with ICA in the training of visitors from abroad. The measurement of this assistance is presented in Figure 9, page 16, in "units of agency-participant service." It will be shown that in 1957 for the participants included in this analysis there was a total of 419. Units are shown for the other three years.

J. Participant Visits to Selected Communities

A second type of field experience is the study of successful (and also unresponsive) communities. These may be ones which have had the assistance of one or more public agencies in demonstration programs--health, resettlement, economic rejuvenation, youth work, for example. Others may be cooperating with colleges and universities, such as Georgia communities active in the "College in the Country" program, sponsored by the West Georgia College at Carrollton, and with the Community Development Institute representing the Southern Illinois University at Carbondale. In addition, pilot counties in Rural Development in selected states and communities served by the Bureau of Community Development of the University of Washington, Seattle, have been studied by participants in this program.

Finally, there are impressive demonstrations initiated and maintained by business and industrial interests in selected towns and cities, as well as extensive programs of education and promotion carried on by public utilities, such as electric power companies.

Participants in Community Development training have had opportunity to visit and study many of these communities. Figure 10, page 16, illustrates the distribution of this kind of experience over the four years, and the number of units (community-participant service) in each year. This cooperation and the type discussed in the preceding section are seen to have increased each year. If a comparable number of programs for 1958 were included the total for that year would doubtless equal or exceed 1957.

K. Services to Participants by Business, Industrial and Civic Organizations

Individual business managers and officers of civic organizations have exhibited a readiness in practically all instances to work with participants. There was more scheduling of this type of contact in 1956 due to the interests of the Europeans, than in any one of the other three years. Figure 11, page 16, indicates by years the total units of participant-organization experience.

L. College and University Services to Participants

U. S. universities and colleges have cooperated in providing both regular academic and selected training for participants: Cornell University, Michigan State University, and the University of Kentucky have enrolled most of the participants in Community Development in planned programs of

instruction. Others to be mentioned in this connection are: Earlham College, Indiana, the University of Michigan at Ann Arbor, New York University, Antioch College, Ohio, the University of Chicago, the University of Indiana, and the University of California at Berkeley.

M. Training in Neighboring Areas

It has been possible to supplement the training in continental United States with short stays in neighboring areas where conditions are more nearly comparable to those in the participant's home country, and where community development follows an institutionalized pattern more nearly conforming to what they are working with. And each of these has its own type of operation and achievement to be studied.

In Puerto Rico, there are the Division of Community Education, the Social Program Administration, the Cooperative Programs, Extension Education and the work of the Planning Board.

In Jamaica, the programs of the several agencies, including that of the well established Jamaica Welfare Board and the Jamaica Agricultural Society merge at the village level in a demonstration of competent and purposeful leadership, without indication of representing any one specialist agency or interest.

Canada has much to offer in her experience with adult education in Nova Scotia, and that sponsored by St. Francis Xavier and Laval Universities heedfully studied by Community Development participants. Visits have been made to the School of Fisheries at Ste. Anne de la Pocatiere and units of the United Cooperatives of Ontario. Still other objects of study have been the Rural Credit Unions and the work of the Department of Education of the Province of Quebec.

The UNESCO program in Fundamental Education in Mexico is one about which there is conflicting opinion. ICA has not been recommending Mexico as appropriate for field observation.

Community Development participants have studied in each of these four areas. Jamaica has served the largest number; Puerto Rico and Canada in second and third places, respectively.

N. Third Country Training

The Missions recognize advantages in Third-Country training, particularly where participants may meet with conditions and characteristics of the culture well-known to them, where programs are not too far in advance of their own, and where success with a given project is of special interest to them. Participants programmed in the U. S. have also had opportunity to study in the following countries: Egypt, Ghana, Greece, Germany, the Netherlands, Denmark, Great Britain, the Philippines, Japan and India.

O. International and Non-governmental Agency Cooperation

At the international level, and as an inter-government agency, the United Nations has cooperated in assisting with the majority of these same programs. The following sections in the Bureau of Social Services have arranged for consultations with participants; Research and Publications, Social Services, Administration, Programs, Community Development sections, and the Housing, Building and Planning Branch.

Participants look forward to making contact with the international headquarters of agencies which are assisting them in their own countries. Moreover, having as they do extensive interests throughout the world these agency spokesmen are prepared with helpful counsel to representatives from overseas.

Visits with such organizations as the Near East Foundation, Ford Foundation, CARE, Catholic Relief Services, Church World Service, the YWCA, have been important additions to the trainees' programs.

IV Illustrations

Fig. 1: DISTRIBUTION OF THE CASES ANALYZED BY FISCAL YEARS AND BY MAJOR REGIONS

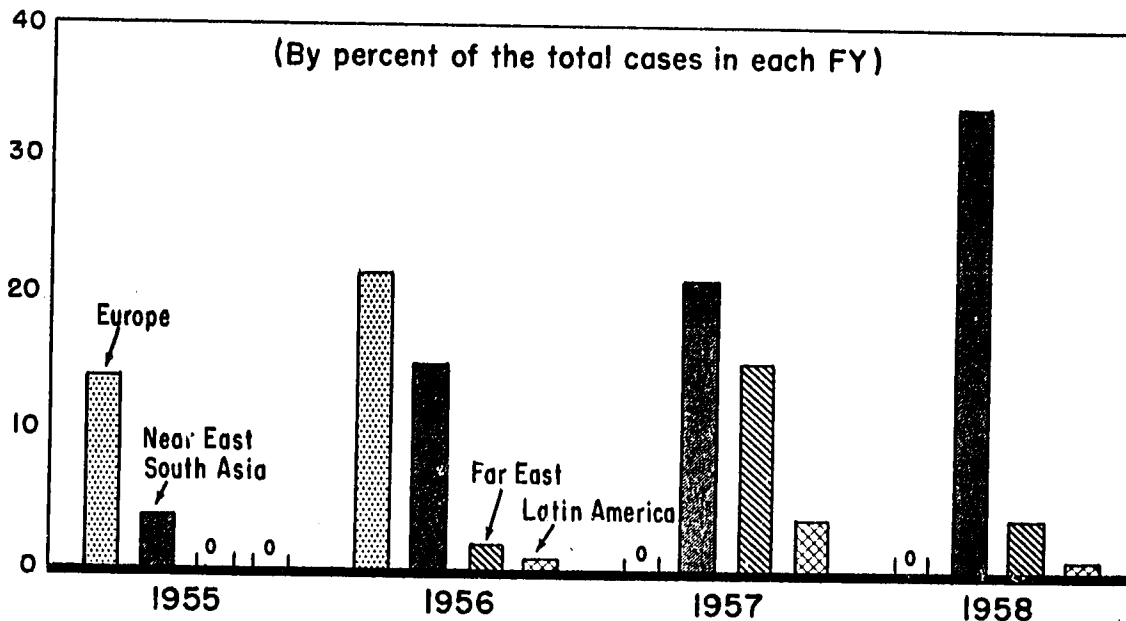
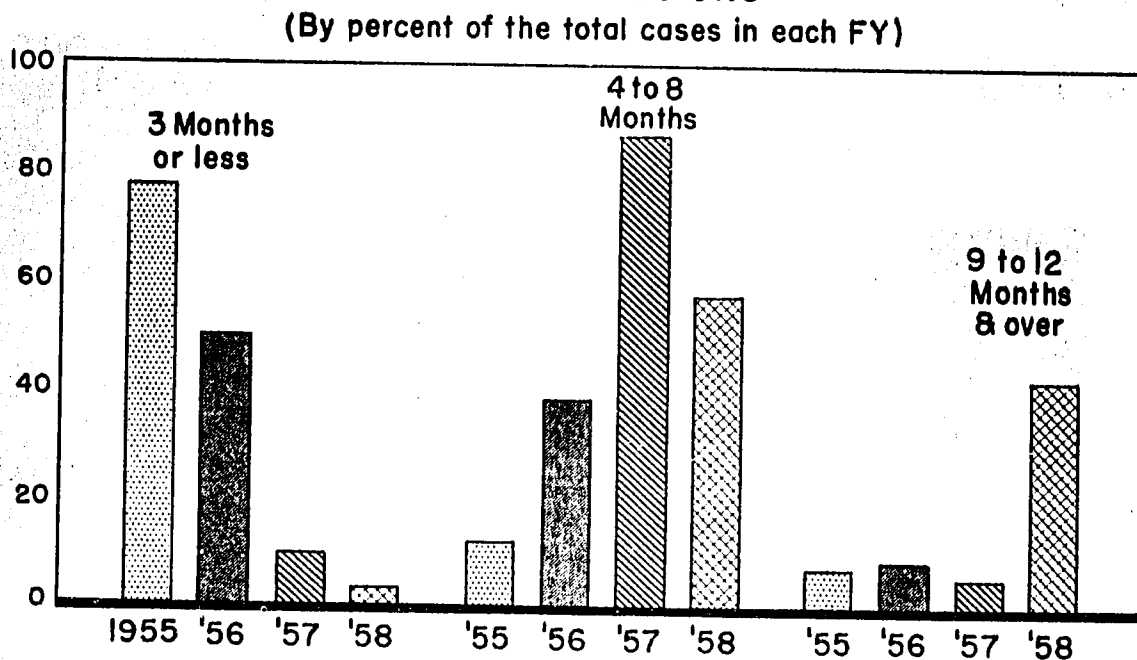


Fig. 2: DURATION OF TRAINING IN MONTHS PER PARTICIPANT FOR ALL REGIONS



Data used are from 132 cases which are represented as being a valid sample of all training in Community Development in the United States, beginning with FY 1955, and under direction of this division of I.C.A.

FIG. 3 AGE DISTRIBUTION OF PARTICIPANTS BY FY'S
 (By Percent of Total Cases in each FY)

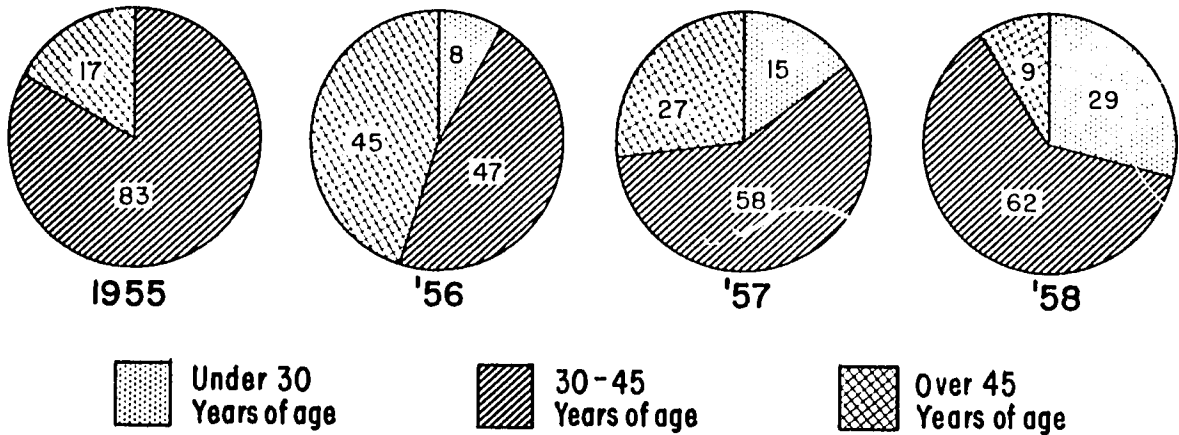
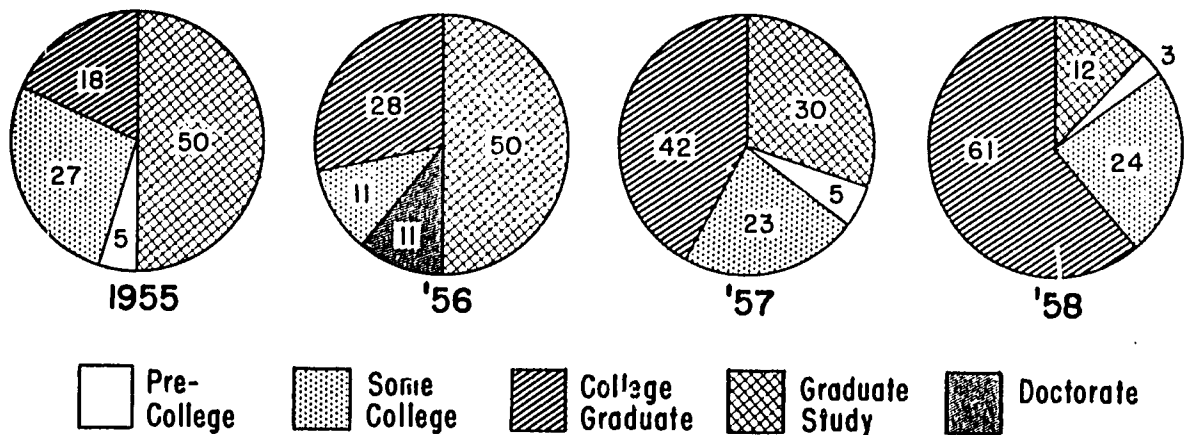


FIG. 4 EDUCATION OF PARTICIPANTS BY FY'S
 (By Percent of Total Cases in each FY)



Data used are from 132 cases which are represented as being a valid sample of all training in Community Development in the United States, beginning with FY 1955, and under direction of this division of I.C.A.

FIG. 5 TYPES OF POSITIONS HELD BY PARTICIPANTS PREVIOUS TO TRAINING IN THE U.S.

(By Percent of Total Cases in each FY)

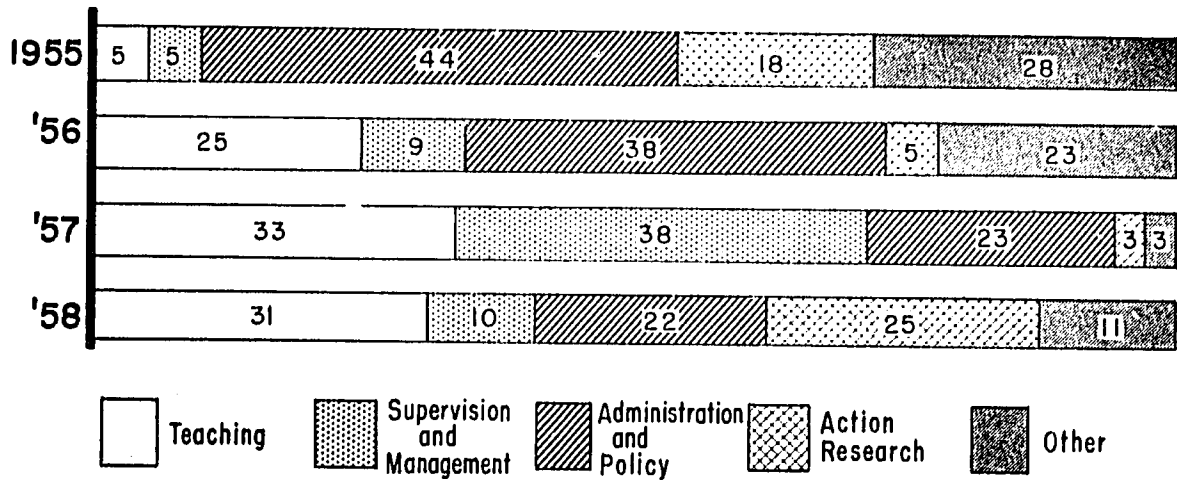
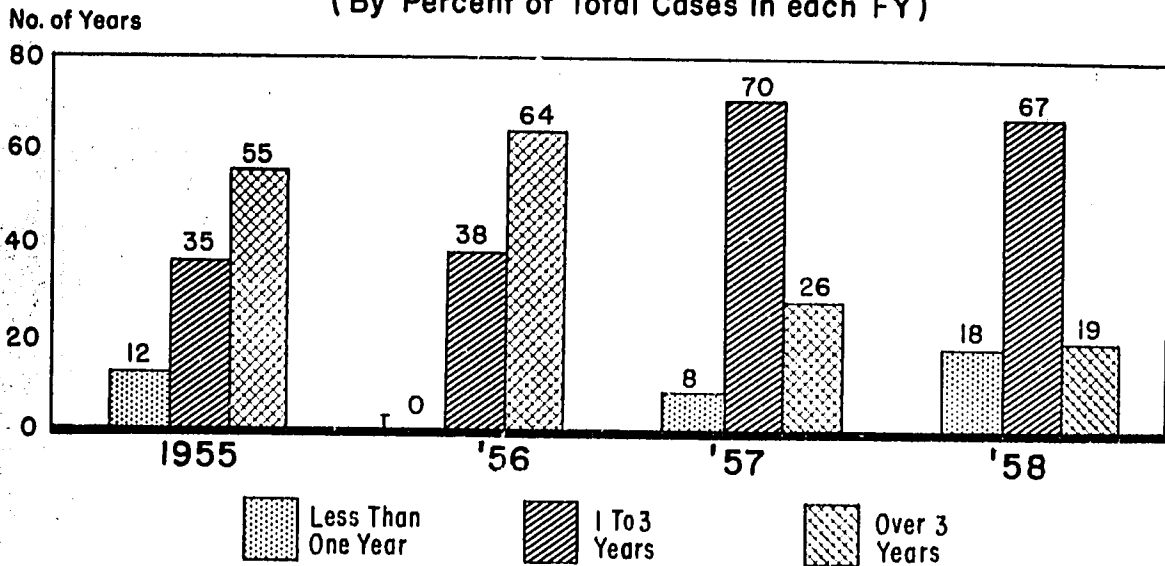


FIG. 6 PREVIOUS PROFESSIONAL EXPERIENCE RELATED TO COMMUNITY DEVELOPMENT

(By Percent of Total Cases in each FY)



Data used are from 132 cases which are represented as being a valid sample of all training in Community Development in the United States, beginning with FY 1955, and under direction of this division of I.C.A.

FIG. 7 FUNCTIONAL GOALS FOR PARTICIPANTS NAMED BY MISSIONS IN THEIR REQUESTS FOR TRAINING

(By Percent of Total Requests in each FY)

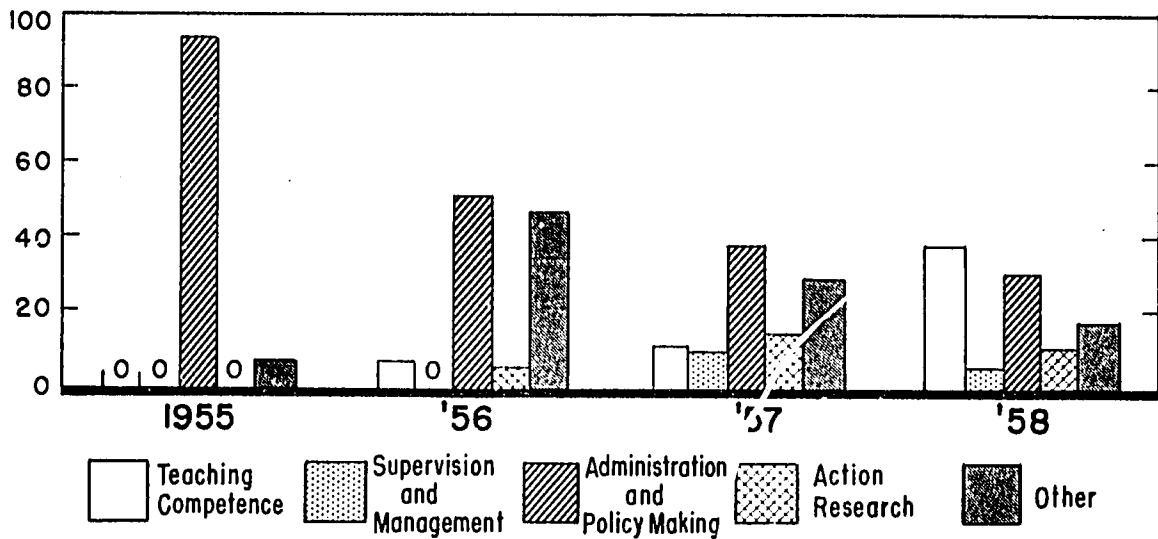
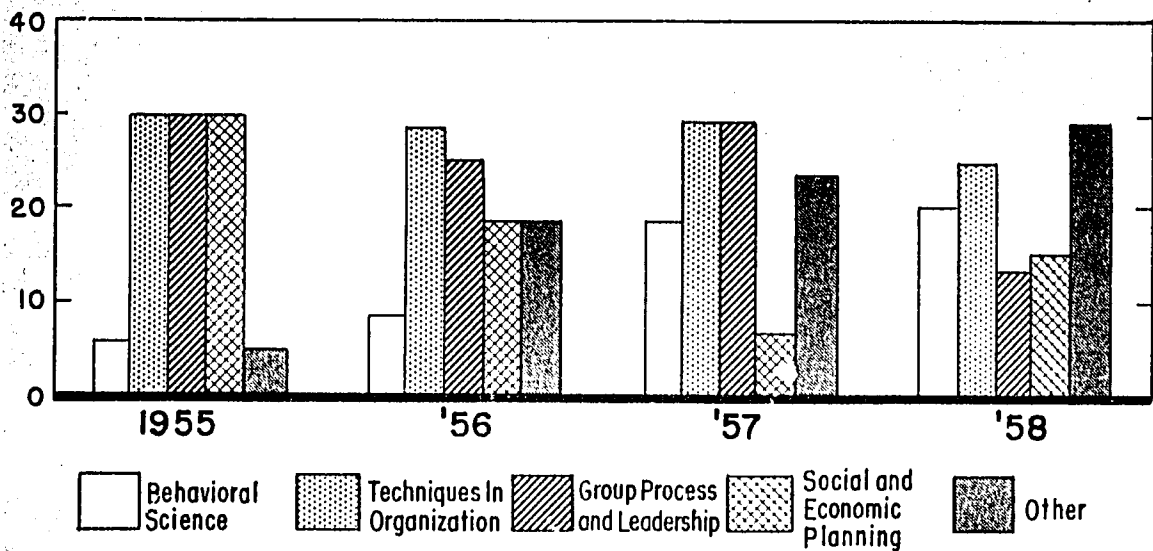


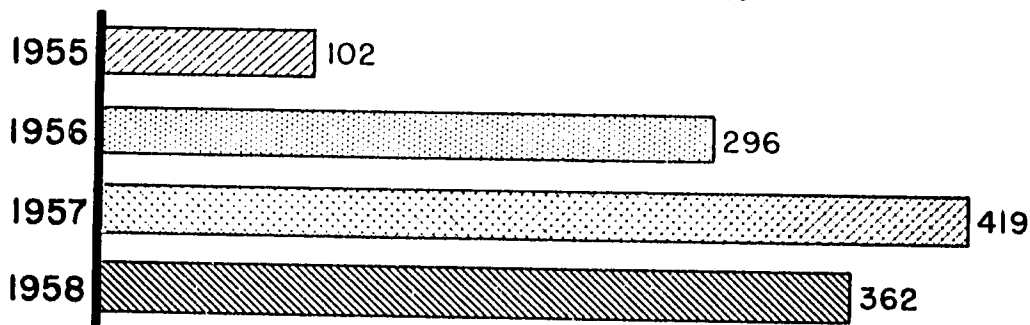
FIG. 8 REQUESTS BY MISSIONS FOR THE SUBSTANCE OF PARTICIPANT TRAINING PROGRAMS

(By Percent of Total Requests in each FY)



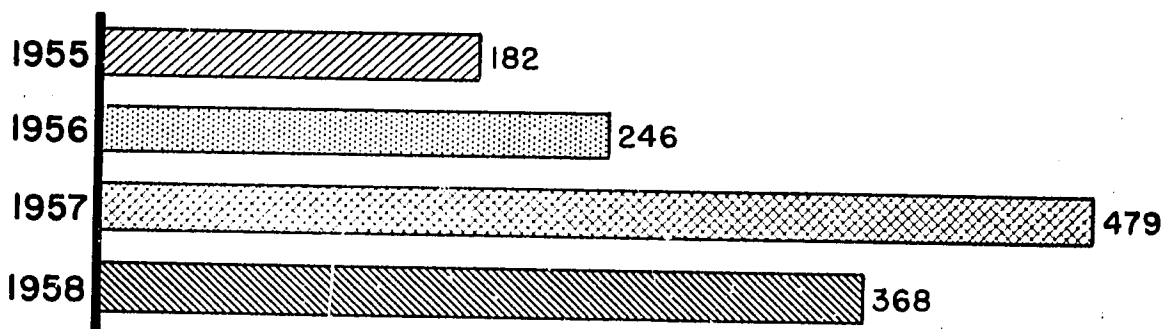
Data used are from 132 cases which are represented as being a valid sample of all training in Community Development in the United States, beginning with FY 1955, and under direction of this division of I.C.A.

Fig. 9: SERVICE TO PARTICIPANTS BY FEDERAL AND STATE AGENCIES*



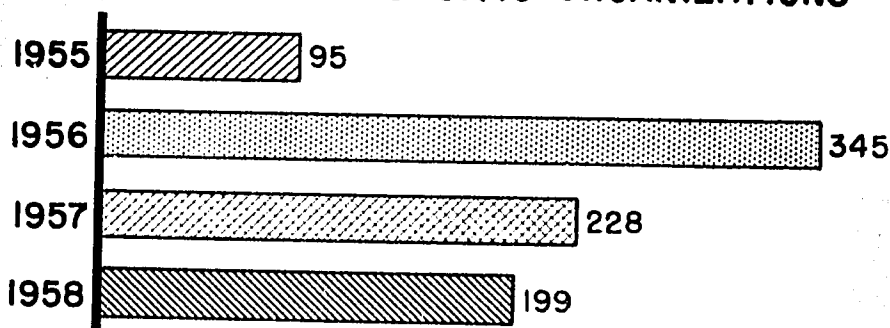
Units of Agency-Participant Service by FY Years
 * In Addition to Land-grant Colleges and Universities

Fig. 10: PARTICIPANT VISITS TO SELECTED COMMUNITIES*



Units of Community-Participant Service by FY Years
 * Examples of Both Responsive and Unresponsive Communities

Fig. 11: SERVICES TO PARTICIPANTS BY BUSINESS, INDUSTRIAL AND CIVIC ORGANIZATIONS



Units are Participant-Organization Experiences by FY Years

Data used are from 132 cases which are represented as being a valid sample of all training in Community Development in the United States, beginning with FY 1955, and under direction of this division of I.C.A.

V. COMMENT

A. The tapering-off of numbers of participants from Europe during the last four years--which was to be expected as the European action was related to one major project and the responsibility for technical cooperation was transferred to the European Productivity Administration in FY 1957--has been compensated for by an increasing representation from the Near East, South Asia and the Far East. This calls for a restudy of training needs in the countries now cooperating with the United States and an inventory of the interest in community development in countries in other regions. It is appropriate to inquire why Latin America and Africa has so little representation among participants. Another possibility is the encouragement of simultaneous programming of representatives from several nations, thereby insuring a richer experience through cross-cultural study, and a friendship which may contribute to cooperative endeavors after the trainees have returned to their homes.

B. An increase in the average duration of programs indicates a modification in the expectations of participants and their governments. It also allows time for academic study devoted to the fundamentals for which they have need. This calls for a re-exploration of U. S. academic resources, and a sustained period of experimentation with this stage of the training program.

C. Selecting younger, and equally promising trainees, prompts a question with regard to eligible candidates in still another respect. There is an impressive lack of women among Community Development participants. It is understandable since the categories from which these employees are drawn are supervisory, administrative and technical fields--ones not staffed by women as a rule in the new nations. However, the role of women there is a rapidly changing one, and a look to the future makes it advisable to prepare to keep abreast of this growing readiness for education among women and their participation in community development.

D. The younger participant, with academic training but partially completed, will understandably desire to add to his accreditation while here. A certificate testifying to the academic achievement of the student in subsequent years will not only contribute to his stature professionally, but will be a bond of friendship with his U. S. alma mater. The crystallizing of this intention (to qualify for a degree), however, should be managed before the preliminary program of the participant has been approved.

E. It is already apparent that at least two functions in programs abroad will invite increased attention in U. S. training: 1) "Teaching Competence," and 2) "Action Research." It was noted in "Narrative E," that co-existent with improvement in living, is a growing demand for even more qualified technical assistance. This in turn enlarges the need for expanded facilities to prepare the technicians. A companion need is that the measure of the operation itself be taken from time to time, making it

possible to describe its effectiveness, and to make recommendations for further improvements. These two training objectives--Teaching Competence and Action Research--promise to be more prominent in requests for U. S. training in the immediate future.

F. The fact that participants in later years are shown to have, on the average, fewer years of specialized training and professional experience, justifies the trial of a program feature which will provide a substitute for such experience. One recommendation is the use of a problem-oriented-clinic, in which administrators, supervisors and technicians, presently active with programs, explore with the participants the choice and exercise of methods appropriate to action programs, and their results in selected situations. This would follow the academic stage of their training.

G. It is recommended that the subject of Functional Goals in Community Development programs abroad be restudied and some attempt made to define a set of these goals, generally applicable in the cooperating countries. Next, and to the extent possible, attach to each of these goals a proper degree of priority.

H. Among Substantive Goals, the one undergirding all the others, is a substantial grasp of the process of guided social change. To achieve this goal there is the unfinished task of bringing together the relevant doctrines of the behavioral sciences to focus on the Community Development process--which by the way, is a unique process. It is unique in that it is energized with moral purpose--the purpose of human betterment. It is unique in that it puts upon participating individuals the requirement that they acknowledge their responsibility to serve that purpose. It is unique in that it is compatible with constructive influences at work within the community.

This synthesizing of doctrines, and the formulation of a set of principles, can best be achieved within the academic sphere. Therefore, we can look hopefully to those universities so interested, to develop further this stage of the participants' training.

I. The numerous governmental and non-governmental agencies in the United States represent a vast reservoir of experience with action programs of their own. The fact that they are so numerous betrays the chief problem in using their records of experience in training. The problem is a characteristic common to all of them--specialization. All participants, when in the United States, who represent the new nations, need to be conditioned to see through and beyond the ever-present curtain of specialization. It remains for some representation of these agencies to put together a modus operandi, geared to make use of the store of knowledge available here, but without directing it at an "economic" man, a "cooperative" man, a "health" man, an "agricultural" man, or an "organization" man. The trainee will be attentive in his own country to a man as yet undifferentiated by specialized preoccupations, a man who feels

life about him from day-to-day, as he is aware of his own body, as an organic whole.

J. Training of visitors from abroad is commonly thought of as a program of "giving." However, if all the comments and observations of individuals in communities and families, in business and civic organizations were fused--comments on the meaning of these visitors to them--we could point to an impressive result of "getting." The participant who comes here "gives" as he "gets." One aim in all of this cooperation with other nations is nobly unselfish--humanitarian. But another is our own enlightened self-interest--to foster understanding, and out of that understanding achieve a mutual respect as the support of friendship and cooperation in peaceful pursuits. U. S. training of individuals from overseas is reciprocal. There is much yet to be done in the U. S. to extend an appreciation of this truth.