

AN INTERNSHIP IN PUBLIC ADMINISTRATION PERFORMED AT
THE INSTITUTE OF PUBLIC ADMINISTRATION
NEW YORK, NEW YORK: SEPTEMBER 9, 1970 - NOVEMBER 9, 1970

by
Terry Brian Schutten

A Diary Submitted to the Faculty of the
DEPARTMENT OF PUBLIC ADMINISTRATION
In Partial Fulfillment of the Requirements
For the Degree of
MASTER OF PUBLIC ADMINISTRATION
In the Graduate College
THE UNIVERSITY OF ARIZONA

1971

STATEMENT BY AUTHOR

This diary has been submitted in partial fulfillment of requirements for an advanced degree at The University of Arizona and is deposited with the Department of Public Administration under rules of the faculty.

Authorization for the use of the material appearing herein has been granted to the intern, Terry Brian Schutten, solely for the purpose of presentation to the Department of Public Administration in the College of Business and Public Administration, The University of Arizona, as a requirement of a graduate study program. The opinions and judgments appearing in this diary are entirely those of the intern.

SIGNED: _____

APPROVAL BY DIARY DIRECTOR

This diary has been approved on the date shown below:

R. A. Mulligan
Head, Department of Public
Administration

Date

76/77-6

PREFACE

The Institute of Public Administration is an independent non-profit organization, which is the oldest center for public policy analysis and public administration research in the United States. It has served since the turn of the century as an organization based on the improvement of local, state and national public administration. The Institute's contracts deal with the entire spectrum of problems that are present in our society. It is not unusual for the Institute to handle studies dealing with a multitude of facets ranging from studies on the proper administration of population programs or the governmental administrative reform of Panama to the better use of water systems in the New England states. The Institute of Public Administration is dedicated to the development of the community and its people in a constantly changing environment.

Names of individuals have been removed or changed in order to insure the confidentiality of personal information and to avoid a breach of ethics. Brother Leo Ryan has extended permission to use his name.

ACKNOWLEDGMENTS

At this time it is only proper to thank Dr. Lyle Fitch, President of the Institute of Public Administration, for allowing me to intern with the Institute; to Dr. Mark W. Cannon, Director of the Institute of Public Administration, who was my immediate supervisor, and acquainted me with many interesting aspects of Public Administration; and finally to Misses Donna Sheffield and Karen Robinson, without whom my work at the Institute of Public Administration could not have been completed.

DEDICATION

To Freddie, John, and Dorine; all of whom
were instrumental in the completion of this diary.

TABLE OF CONTENTS

	Page
LIST OF ILLUSTRATIONS	viii
ABSTRACT	ix
 CHAPTER	
I. HISTORY OF THE INSTITUTE OF PUBLIC ADMINISTRATION	1
New York Bureau of Municipal Research. . .	2
Formation of the Institute of Public Administration	4
II. GENERAL BACKGROUND CONCERNING THE INSTITUTE OF PUBLIC ADMINISTRATION.	7
Physical Structure	7
Organizational Structure	8
Projects Undertaken by the Institute of Public Administration.	13
Financial Statement.	20
III. INDIVIDUAL PROJECTS AND IMPLEMENTATION OF THEORY	30
General Selection Prerequisites for Overseas Employment.	30
Cover Letter	37
Job Descriptions	39
Brief Summaries of Candidates for Uganda and Nigerian Positions	41
Curriculum Vitae	51
Biographical Data Sheet.	61
Improved Biographical Data Sheet	70
Evaluation Grid	74
Interviewing Procedure	78
References	84
Project Proposal for Nigeria	87
Vietnam Proposal Selection	92
Family Planning Proposal	95
Administrative Backstopping.	98

TABLE OF CONTENTS--Continued

CHAPTER	Page
IV. CONCLUSION	100
BIBLIOGRAPHY	105

LIST OF ILLUSTRATIONS

Figure	Page
1. Organizational Chart of the Institute of Public Administration	10

ABSTRACT

The internship experience with the Institute of Public Administration provided an opportunity to participate in selection procedures involving overseas projects, drafting contract proposals, family planning, and backstopping functions.

The selection procedure dealt with recruitment, devising a cover letter, writing job descriptions, reviewing curriculum vitae, checking references, and interviewing of personnel for teaching positions in Nigeria and Uganda.

In coordination with the selection procedure, the Institute required a preliminary draft of a contract proposal for the Nigeria project.

Also, the internship afforded the initial research for a contract involving family planning under the auspices of the Population Council. The contract was undertaken to devise improved methods of administration in family planning programs through Institutes of Administration in the third world.

Administrative backstopping functions were used to supply home office and field staff with necessary materials for these projects.

CHAPTER I

HISTORY OF THE INSTITUTE OF PUBLIC ADMINISTRATION

The field of Public Administration is a relatively new discipline. This is not to say that Public Administration is a new field, for indeed, public administration has been employed since the first tribal societies were in existence. The Institute of Public Administration (hereinafter referred to as IPA) can be considered one of the forerunners of the development of Public Administration as a behavioral science that must be studied and researched in order to improve the lives of millions of people in a complicated world. IPA realized that people must be trained in proper management techniques in order to run an efficient government, and that competent government officials are not born, but are trained in the art of governing. This is so aptly put by Jane S. Dahlberg in her book concerning IPA. "The Institute established the objective approach to public service, provided training for the enlightenment of citizens, and the concept of the executive as a responsible leader in a democratic society."¹

¹Jane S. Dahlberg, The New York Bureau of Municipal Research (New York, 1966), p. 236.

New York Bureau of Municipal Research

In 1906, the IPA was founded as a research organization to provide proper directives to the New York City government. At the time of the Institute's creation it was named the New York Bureau of Municipal Research. At its conception the Institute became the effective opposition to the corrupt political machine of Tammany Hall which was governing the New York City boroughs. In the early half of the century the first Director, Dr. Bruere, did an extensive study on the inefficiencies of the Manhattan Borough government. The elected city officials refused to print the Bureau's negative findings. The Bureau retorted by publishing its research in a report entitled "How Manhattan is Governed"² which clearly showed the graft, favoritism, and inefficiencies that dominated the city. As a result, New York's governor proceeded to make inquiries into the findings of the report which ended in the removal of Manhattan's Borough President. In actuality, this was the first time an American elected official was formally removed for incompetency. Once the precedent had been established, the power of Tammany Hall was broken, and three other borough presidents were removed.

²Ibid., p. 29.

The Bureau of Municipal Research had a dynamic beginning which established a pattern that continued throughout its existence. The concept of municipal research was an innovative idea for it enabled citizens, independent of the government, political parties, and business, to examine the what, how, and why of government operations.

In practice IPA was the first non-profit consulting firm in the country. The Bureau men were reformers who applied good managerial techniques to governmental practices. To accomplish this feat, the researchers did field work in government agencies, a technique that had never been applied to administrative problem-solving.

In conjunction with research, IPA initiated the practice of training young men in public service. The Institute was given degree-granting powers under a charter from the Regents of the University of the State of New York. During its early years, the organization granted many Masters and Doctorates in Public Administration throughout the Eastern and Mid-Western states. As a result of the New York City based training school for public services, the Maxwell Graduate School of Citizenship and Public Affairs developed at Syracuse University.

A list of giants in the field of public administration head the roster as the founders of IPA. The members include Dr. William H. Allen, Dr. Henry Bruere, Dr.

Fredrick A. Cleveland, Dr. Charles A. Beard, Mr. E. P. Goodrich, and presently Dr. Luther Gulick and Dr. Lyle Fitch. To give an example of the stature of some of these men, one could explain something about Dr. Fredrick A. Cleveland, known as the Father of the Budget System. He headed the Commission for Economy and Efficiency under President Taft (Taft Commission). With Cleveland's leadership, the Commission was able to outline the functions of the government in relation to methodology and performance. Another, Dr. Luther Gulick, developed government as a science during the time he was one of the first New York City administrators.

Formation of the Institute of Public Administration

In 1921 the Bureau and a companion organization, the Training School for Public Service, united to become the National Institute of Public Administration, and later the Institute of Public Administration. For the next twenty-nine years the Institute played a significant role in developing the national philosophy towards public administration. IPA was instrumental in changing the attitude of many towards the systems of tax and personnel administration, law enforcement, public finance, and state government reorganization. During this period the Institute developed many ideas which are essential to today's administration. Examples of these policies are:

A. The realization that responsibility could be exercised best by the executives in power. Freeing the top officials from administrative restraints allows the government to better serve the people in a more economic and efficient manner. It is a common policy today that the executive has final responsibility and authority in all matters pertaining to his specific area of performance.

B. The Institute expanded the concept of centralized control of these officials, primarily through the checks and balances provided to the legislatures on the financial methods employed by the executive.

C. In the United States we subscribe to the concept that, in order for a citizen to be enlightened in a democracy, he should have as much information as possible available to him. With the increased and improved methods of communication, the Institute established the policy of publishing its findings concerning the government. This allowed those citizens who were interested to become aware of the problems within our governmental system. These canons, along with the others previously mentioned, have played an important role in the current development of Public Administration.

Today's programs at IPA are concentrated in three main fields: urban planning and administration, application of interdisciplinary analysis to broad policy

questions, and overseas technical assistance in the areas of public administration policy analysis and urbanism.

CHAPTER II

GENERAL BACKGROUND CONCERNING THE INSTITUTE OF PUBLIC ADMINISTRATION

In looking at an organization the student of Public Administration frequently forgets that it is a group of people functioning in an undefinable-complex society and that their work patterns are governed by a very common property in our society: money and the competition for it. An organization is characterized by the sociological behavior of a group of individuals competing for scarce resources. IPA is a living organism called an organization which has certain primary and secondary patterns. In this section the reader will be acquainted with some of the patterns of this organization, its secondary (organizational chart) groupings, the background and work experience of some of the key individuals in IPA, the work they do, and the financial structure.

Physical Structure

The physical structure of the Institute is an eight story building in mid-town Manhattan. This building is of the Victorian era with a renovated interior in a variety of different wood panels. The building houses a library of 80,000 volumes. The main collection covers

Public Administration, Law, Government, Economics, Education, and many related subjects. IPA also operates a branch office at 1250 Connecticut Avenue in Washington, D. C., to enable it to comply promptly with requests submitted by the national government.

Organizational Structure

IPA's organizational make-up differs from the traditional hierarchical pyramid that is characteristic of most organizations. The reason for this is that the Institute's major functions are research and consultant relationships with other public agencies. As Dr. Livermore repeatedly pointed out in his lectures, research and consultant firms enjoy and allow a tremendous amount of freedom within the organizational structure. Each project, or individual, is primarily autonomous in regard to the project or study under consideration.

These firms provide specialized knowledge that can be objectively applied from outside the hiring company to solve the problems which are plaguing it. By using a consultant firm, the hiring agency avoids the conflicts of interest presented by pressure groups within the agency, and has the advantage of being provided with accurate information. In discussing the matter with the Assistant to the president, we arrived at the conclusion that IPA staff members work as a loose-knit team, which allows a

concerted effort, in areas where time requirements are necessary, and a more relaxed individual performance method when actual research is being conducted. We devised the following organizational chart and this is the first of its kind applied to the organization (see Fig. 1).

This structure is not observed in practice. It is quite common to find a member of the research staff discussing his problems with the Director or President of the Institute. Therefore, communication does not follow the traditional channels from top to bottom of the organization. Size has an important impact on the organizational structure of IPA. The New York office maintains a research staff of approximately seventy members, which is large for a research organization, but small when compared to many business firms that operate under the pyramidal structure. Another important factor, with regard to the organizational structure of IPA, is that the President exercises autocratic control over the activities of the Institute. He reviews all decisions regarding the course of action taken by the junior and senior staff members. This phenomenon is characteristic of smaller agencies and business firms.

Once a brief outline of the company's structure is noted, it is advisable to examine a few of the different

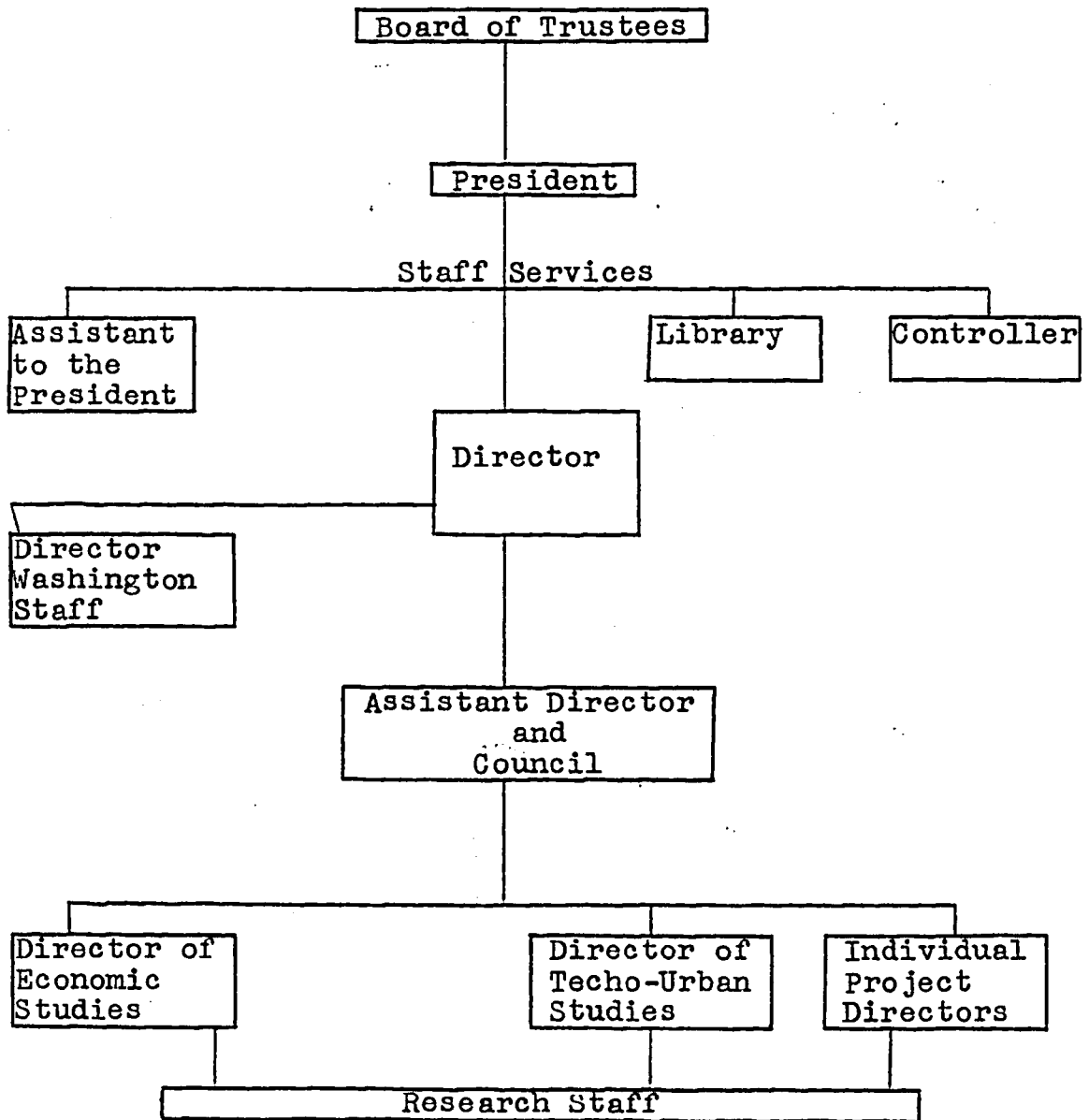


Fig. 1. Organizational Chart of the Institute of Public Administration.

professional staff members that make up this structure in relation to the different levels of the pyramid:

1. Luther Gulick, Chairman; political scientist and public administrator; Ph.D. Columbia University; former Eaton Professor Columbia University; city administrator, City of New York (1945-1956); member, President's Committee on Administrative Management (1937); War Department, Division of Organization Planning, War Production Board (1940-1941); U.S. Department of State, Office for Foreign Relief and Rehabilitation Operations (1941-1943); White House Staff (1944-1946); U.S. Bureau of the Budget Staff (1946); co-chairman, Committee for Modern Zoning, New York City (1959-1960); member, Temporary Commission on City Finances of the City of New York (1964-1966); Past President, American Society for Public Administration; Past President, American Political Science Association. Author.

2. Lyle C. Fitch, President; economist and public administrator; M.P.A. University of Washington; Ph.D. Columbia University; former faculty member: Brooklyn College, City College, Wesleyan University, Columbia University; former special assistant to governor of Connecticut; various assignments for New York City (1950-1957); first deputy city administrator, City of New York (1957-1960), city administrator (1960-1961); consultant to Department of Housing and Urban Development and other federal agencies and Commonwealth of Puerto Rico (1953). Author.

3. Mark W. Cannon, Director; political scientist; Ph.D. Harvard University; former chairman, Political Science Department, Brigham Young University; administrative assistant, Congressman Henry A. Dixon (1956-1960). Author.

4. Robert H. Kirkwood, Assistant to the President and Secretary of the Board of Trustees, public administrator; M.A. University of Virginia; former staff member, League of Virginia Counties and Bureau of Public Administration, University of Virginia.

5. Xenia W. Duisin, Library Director; librarian; M.A. University of Zagreb; M.L.S. Columbia University; former assistant reference librarian, New York University (1964-1966); escort interpreter, U.S. Department of State (1953-1963).

6. Howard N. Mantel, Assistant Director and Counsel; attorney, LL.B. Columbia University; lecturer in political science, Queens College, City University of New York; consultant in management, Professional Examination Service, American Public Health Association; former assistant director, Legislative Drafting Research Fund, Columbia University; member, Mayor's Task Force on New York City Government Reorganization (1966-1967); member, Governor's Committee on New Jersey Public Policy Problems (1965-1967). Author.

7. Sumner Myers, Director, Techno-Urban Studies, Washington office; mechanical and industrial engineer and planner; M.S. Massachusetts Institute of Technology; former faculty member, City College of New York; director, R&D Utilization Project on problems of technology transfer and industrial innovation, National Training Association (1963-1966); technical adviser to Urban Mass Transportation Administration on Center City Transportation Project; Department of Transportation; consultant, Organization for Economic Cooperation and Development, Paris. Author.

8. Ruth P. Mack, Director of Economic Studies; economist; Ph.D. Columbia University; former associations: member senior research staff, National Bureau of Economic Research, visiting professor, City University, Yale University, New School for Social Research. Author.

9. Annmarie H. Walsh, Director, International Urban Studies Project; political scientist; M.A. Columbia University; Ph.D. candidate Columbia University; former editor, Metropolitan Area Problems: News and Digest. Author.

10. Jonathan P. Weiss, Staff Member; political scientist and historian; M.A. Oxford University; M.P.A. Woodrow Wilson School of Public and International Affairs, Princeton University; program research analyst, New York City Bureau of the Budget (1968-1969); consultant, New Jersey Department of Community Affairs (1967-1968); staff member, Committee on State-Urban Relations, National Governor's Conference (1967).³

³Institute of Public Administration, Professional Staff (New York, 1970), pp. 1-8.

Projects Undertaken by the Institute
of Public Administration

As was stated earlier, IPA is a non-profit research organization, but at the same time must compete for its contracts. It must maintain a high level of staff and project results in order for the Institute to increase its earnings above the original endowments. Under the direction of the Institute's top management, who are basically responsible for securing and developing contracts, the following projects have been handled consecutively within the last five years:

1. Analysis for reorganization of the governmental structure of Fulton County, Georgia, and the City of Atlanta.

2. A study of the management organization of the Jacksonville (Florida) Port Authority, with proposals for new organizational structure, for accounting and financial controls, and for relationships with the consolidated city-county government.

3. Consultation to Suffolk County, New York, on revision of the charter of Suffolk County. This project was focused on departmental organization and reorganization, financial administration, planning, and budget ratification.

4. A study of the impact on health services of a merger of the former Health and Welfare Departments of the State of New Mexico.

5. An examination of community action programs in Northeast United States.

6. Recommendations to the Governor's Committee on Transportation, Commonwealth of Pennsylvania, for design of a Pennsylvania State Department of Transportation.

7. Examination of government organization for urban services and development, with a comparative survey of administrative aspects of urbanization in twelve metropolitan areas throughout the world (case studies published by Frederick A. Praeger).

8. A detailed study of New York City's needs in the areas of community development, manpower, and career development, with recommendations for establishing a Human Resources Administration in the municipal government.

9. Survey and recommendations for personnel policy, administration and organization within the Human Resources Administration of New York City.

10. An urban mass transportation study focusing on alternative technical, financial, organizational and institutional arrangements for designing, building and operating public urban locating systems and services in actual urban environment.

11. Study of urban transportation and public policy, with recommendations that served as guides for drafting federal legislation on urban mass transportation.

12. Studies of problems of urban poverty: examination of USES, labor markets, manpower requirements for national objectives, government and private sector training and employment programs for disadvantaged and hard-core workers, case studies of job training programs in major United States cities.

13. A study of the area-wide and intergovernmental organizational aspects of civil defense activities.⁴

Within the last few years, IPA has begun an intensive program in the expansion of their overseas projects in an attempt to provide other countries with the basic managerial tools for good management in governmental operations. The Institute maintains a field staff in the projects, employees who are hired and administered from the home offices in New York or Washington, D. C. Some of these projects are as follows:

1. The Panamanian Administrative Reform (1970). This is a project designed by the government of Panama to reorganize and systematize the government. As with some developing nations, the emergent administration lacks coordination in implementing their programs. IPA has been awarded a seven million dollar contract to improve methods of administration in the Panamanian government.

⁴Institute of Public Administration, Proposal for NAPAL Agency for International Development (New York, 1969), pp. 31-38.

2. The Peru Project (1963 to present). Originally IPA placed its emphasis on the establishment of a central management and research organization as the focal point of government efforts to develop administrative skills, and to work with existing ministries in an advisory capacity. Over the past few years IPA has developed an extensive school for in-service training and new students of Public Administration. In addition, the Institute has developed a basic set of reforms that are necessary for the improvement of the Peruvian government. In 1970, IPA faced the alternatives of concentrating on one set of criteria for the improvement of an individual ministry, of developing criteria for the improvement of the entire government, or extensively expanding the training school. One must bear in mind the tremendous social and political pressures that are brought into play between ministries, schools, and central government concerning the pros and cons of having a foreign expertise group at one's disposal. Eventually it was decided that IPA would attempt to implement its major proposed changes within the central government with the hope that political support and prestige would filter down to the individual ministries and agencies. Basic in these reforms were an improved method of tax administration and improved operational management.

3. Venezuela Project (1963-1968). IPA teams furnished technical assistance to a Venezuelan

quasi-autonomous agency of the federal government. The Institute was instrumental in improving municipal administration, drafting municipal laws, and in improving tax collection, budgeting and accounting techniques. As a result of these improved methods, the Venezuelan government has appointed professional administrators to assist at least fifteen municipal presidents and developed the first Latin American reference manual, designed for guidance of government officials, that is geared to the specific needs and cultural norms of the country.

4. Nigerian Project (1963-1970). IPA assisted in establishment of an Institute of Administration for training members of the administrative class of Western Nigeria, and other regional and national civil services. The Nigerian Institute has developed the largest graduate program in West Africa, and the only one awarding the Masters Degree in Public Administration. The IPA staff initiated the concept of combining government and university resources for administrative needs. Not only does the Institute direct a student body, but it also presents seminars for middle and higher senior civil servants. While in Nigeria, I observed the Institute's progress and it can be reported that they had developed an excellent rapport with the regional ministries and are beginning to be instrumental in policy decisions, as the

graduating students begin to become influential in government functions.

5. Dominican Republic (1966-1969). IPA furnished technical assistance to the Municipal League of the Dominican Republic, which allowed the League to participate in national development by stimulating well-planned capital investment through a system of municipal loan funds and assistance with project preparation and evaluation.

6. United Arab Republic Project (1962 to present). IPA developed an executive conference program for high level government officials of U.A.R. The conference program provides a forum for the discussion of administrative and policy problems confronting the U.A.R., in which leading officials in the Egyptian government may have the opportunity to hear presentations of the problems by Egyptian and foreign experts and by responsible leaders in the government. The program permits the exchange of views and experience relating to common problems, and provides a focus for horizontal coordination of efforts at the sub-ministerial level, as well as providing opportunities for study and research in Egypt or abroad through a fellowship program.

7. International Urban Studies Project (1963 to present). IPA has conducted intensive field studies in metropolitan areas throughout the world. These studies

examine government organization for urban services and development and include a comparative survey of the administrative aspects of urbanization. The study, which is being done in collaboration with the United Nations, aims to accumulate knowledge about the planning and administration of essential urban functions, particularly those related to development in a number of different cultural and environmental situations. The study's secondary objective is the analysis of the ability of local governments to cope with urban problems.

8. Indian Project (1970 to present). The primary focus has been the support of the Calcutta Metropolitan Planning Organization in producing the first systematic description and analysis of local government in the Calcutta Metropolitan Region, and the training of Indians in municipal research and planning.

Finally, in discussing the operations of IPA, it is essential to present a brief sketch of the financial situation. The fact that the Institute has been functioning for sixty-four years demonstrates that it has a solid financial foundation; its current operations exceed five million dollars annually; and in addition to its eight story headquarters in mid-town New York, the Institute's endowment is valued at approximately two and one-half million dollars. Please see following statement.

INFORMATION ON OVERHEAD RATES
AND CALCULATION OF THESE RATES
FOR THE
INSTITUTE OF PUBLIC ADMINISTRATION

1. (a) The overhead rates for the Institute of Public Administration for the last four completed years have been:

	<u>Home Office</u>	<u>Field Office</u>
1968-1969	49.88%	39.42%
1967-1968	49.34%	31.63%
1966-1967	50.04%	28.46%
1965-1966	67.67%	43.63%

(b) For the 1969-1970 fiscal year the provisional overhead rates being used are the actual rates for 1968-1969.

(c) The overhead rates for the 1965-1966, 1966-1967, and 1967-1968 years were audited by the Agency for International Development and accepted as filed. The rates for the 1968-1969 year are currently being audited by the U. S. Department of Labor.

2. Method of determining overhead:

(a) Overhead expenditures accumulated under the following eleven category headings make up the overhead expense pool:

Administrative Supervision Expenses

General Institutional Expenses

Washington Office Operating Expenses

Library Expenses

Business Office Expenses

Building Operating Expenses

General Office Expenses

Clerical and Miscellaneous Compensation

Legal and Auditing Service

Furniture and Equipment Maintenance

Fringe Benefits

ASSETS

Cash	\$	4,000
Amount due from grants and contracts fund		209,290
Other assets		<u>31,010</u>
	\$	<u><u>244,300</u></u>

GRANTS

Cash - restricted for Manpower programs	\$	129,700
Amounts due from:		
Agency for International Development:		
Peru contract		140,889
Dominican Republic contract		58,510
Manpower programs		1,107,911
Subcontractors on various Manpower programs (Note 5)		1,537,780
Costs incurred, not yet reimbursed under various grants and contracts		<u>465,310</u>
	\$	<u><u>\$3,440,100</u></u>

ENDOWMENT FUND AND FEES

Amount due from grants and contracts fund	\$	172,372
Investments, substantially at cost:		
Common and preferred stocks (market value \$767,146)		572,961
Bonds (market value \$276,896)		309,522
FHA insured first mortgages (market value approximates \$242,000)		241,935
Property and equipment (Note 6):		
Land, buildings and fixtures		650,000
Library		1,000
	\$	<u><u>\$1,947,790</u></u>

LIABILITIES AND FUND BALANCESGENERAL FUND

Accounts payable and accrued liabilities	\$ 10,756
Fund balance (Note 7)	<u>233,613</u>
	<u>\$ 244,369</u>

CONTRACTS

Advance payments received (Note 4):	
Agency for International Development	\$ 170,000
The City of New York for Manpower programs	2,465,542
Amounts due to other funds:	
General fund	209,289
Endowment funds and funds functioning as endowment funds	172,375
Unexpended funds received (Note 2):	
Manpower programs	274,988
Other grants and contracts	<u>147,929</u>
	<u>\$3,440,123</u>

ENDOWMENT FUNDS

Fund balances (Notes 3, 6, and 7):	
Endowment fund	\$ 307,300
Funds functioning as endowment funds:	
Fund for institutional development	250,303
Property and equipment fund	651,000
General unappropriated fund	<u>739,190</u>
	<u>\$1,947,793</u>

See accompanying notes.

Year Ended June 30, 1969

	General unappro- priated fund	Fund for institu- tional development
Operating revenues:		
Overhead expenses recovered under grants and contracts (Note 8)	\$208,780	
Fixed fees earned	-	\$164,179
	<u>208,780</u>	<u>164,179</u>
Operating expenditures:		
Overhead expenses	194,540	-
Washington Office - furniture and equipment	-	7,328
Major improvements to physical plant	-	21,103
	<u>194,540</u>	<u>28,431</u>
Excess of operating revenues over operating expenditures	14,240	135,748
Investment income:		
Dividends and interest	54,579	-
Gain on sale of investments	8,345	-
Commissions and service charges	(3,481)	-
	<u>59,443</u>	<u>-</u>
Excess of revenues over expendi- tures	73,683	135,748
Adjustment of prior years' operating expense recoveries and fixed fees earned	<u>(5,343)</u>	<u>(6,375)</u>
Net excess of revenues over expenditures	68,340	129,373
Balance at beginning of year	<u>904,463</u>	<u>120,930</u>
Balance at end of year	<u>\$972,803</u>	<u>\$250,303</u>

General unappropriated fund classified as follows:

General fund	\$ 233,613
Funds functioning as endowment funds	<u>739,190</u>
	<u>\$ 972,803</u>

See accompanying notes.

June 30, 1969

1. Organization of the Institute

The Institute is an independent non-profit organization incorporated in 1932 by an absolute charter granted by the Regents of the University of the State of New York and is tax-exempt under Section 501(c)(3) of the Internal Revenue Code.

The Institute is organized for the purpose of conducting a school of public administration dedicated to training men and women for the public service, for research in government, for intelligent citizenship and for the teaching of civics; and for the further purposes of studying and reporting upon the principles and practices of public administration, and the maintenance and development of a library on public administration. All studies are conducted on a grant or contractual basis.

The Institute receives "Fiscal Agent" grants whereby it acts solely as a financial intermediary between the donor and the executors of the programs, acting as a disbursing agent and performing all the accounting functions for such programs.

2. Unexpended funds received on grants and contracts

The Institute is obligated to account for all funds received under grants and contracts; in the event that such funds are not fully expended, the Institute is required to refund the unexpended portion.

3. Fund for Institutional Development

This Fund was established in 1967 and is to be used for expenditures made by the Institute for the following purposes:

1. Institutional staff development (i.e., educational leaves and tuition costs) and institutional research, and
2. Major improvements of the Institute's physical plant.

The Fund is comprised of fixed fees earned to date on various contracts.

INSTITUTE OF PUBLIC ADMINISTRATION

NOTES TO FINANCIAL STATEMENTS

June 30, 1969

4. Advance payments received from the Agency for International Development and the City of New York

Under certain contracts with the Agency for International Development, the Institute is reimbursed for costs incurred on the basis of quarterly billings to the Agency until such time as the reimbursements equal the total of the costs permitted under the various contracts less the advance payments received by the Institute. At that time, the Institute's billings for expenditures incurred are to be applied by the Agency in the liquidation of the outstanding advances. In the event that the total amount of subsequent billings are insufficient to liquidate the advances, the Institute will be required to refund the unexpended portion of such advances. Advance payments received by the Institute aggregated \$170,000 at June 30, 1969.

Under contracts with the City of New York, the Institute was advanced \$2,465,542 to use as a revolving fund in its capacity as fiscal agent for certain manpower programs. The City of New York reimburses the Institute upon receipt of billings for expenditures incurred. Upon completion of the contracts the final billings to the City of New York are to be offset against the advances.

5. Advance payments given to subcontractors of the manpower programs

The Institute has made advances to subcontractors under the manpower programs from monies received from the City of New York. The subcontractors use the advances as revolving funds and submit their requests for reimbursements to the Institute. The subcontractors are reimbursed by the Institute upon receipt of its corresponding reimbursement from the City of New York.

6. Property and equipment

Land, building and fixtures are stated in the accompanying statement of assets, liabilities and fund balances at a value of \$650,000 (based upon an independent appraisal performed at date of contribution - 1933); this

value is \$150,000 in excess of the amount paid to the contributor for the property. The library is stated at a nominal value of \$1,000 as determined by the Board of Trustees in 1955. The cost of additions and replacements (other than major improvements) to the fixtures, library and building operating expenses (nor of rental income) are charged to the General Fund.

7. Endowment funds and Funds functioning as endowment funds

Principal contributions to the original endowment fund of the Institute amounted to \$1,207,300. Of this amount, \$900,000 was transferred over a 20-year period (1933-1952) to the general unappropriated fund in accordance with the terms of the donors. There are no restrictions on the remaining balance of \$307,300 in the endowment fund at June 30, 1969 and for the year then ended there were no transactions involving this fund. As of June 30, 1969, \$739,190 of the General fund was classified as Funds functioning as endowment funds.

8. General fund overhead expenses recovered under grants and contracts

Recovery of overhead expenses related to costs incurred in fiscal 1969 is as follows:

Contractual amounts received or
receivable (other than fixed
fees earned of \$164,179):

Manpower programs	\$ 3,929,993
All others	<u>1,290,701</u>
	5,320,694
Direct costs incurred	<u>2,011,914</u>
	<u>\$ 208,780</u>

GOVERNMENT AGENCIES, MAY 29, 1970

<u>Agency</u>	<u>Contract No.</u>	<u>Amount</u>
U. S. Office of Civil Defense	DA-HC-20-68 C-0107	\$ 78,311.00
Dept. of Health Education and Welfare	PH-110-68-194	57,900.00
Dept. of Transportation	DOT-UT-101	59,867.00
Dept. of Housing & Urban Development	H-1030	229,433.00
Dept. of Army	DACW-52-69-C 0002	197,166.00
Dept. of Labor	82-34-69-44	900,000.00
Dept. of Housing & Urban Development	H-1045	76,700.00
Dept. of Transportation	DOT-UT-104	318,700.00
Dept. of Labor	CEP-9637	1,915,545.00
Agency for International Development	AID-LA-91	1,962,900.00
Dept. of Transportation	DOT-UT-24	63,460.00

CHAPTER III

INDIVIDUAL PROJECTS AND IMPLEMENTATION OF THEORY

The majority of my internship dealt with the following areas:

1. Recruitment and selection practices.
2. Program development for the Agency for International Development Project in Nigeria and Uganda.
3. Administrative backstopping, and a population project.

My prime responsibility at the Institute was the recruitment of personnel for IPA's newly obtained contracts in Nigeria and Uganda. This involved utilization of the specialized requirements for selection of candidates for overseas assignments. The selection process entailed sending a cover letter and job descriptions to the labor pool, receiving curriculum vitae and biographical data sheets from prospective candidates, reference checks, and interviewing.

General Selection Prerequisites for Overseas Employment

Before dissecting the Institute's selection process it is essential to understand that recruitment for foreign employment is quite different from domestic employment. Basically, the candidate must have the technical skills

necessary for the particular job, although technical competence is by no means a sufficient single qualification. In the United States many individuals have the highly specialized qualifications to hold the desired positions, but, indeed, the single most significant characteristic that must be considered is the applicant's personality. The variable so essential to a successful overseas operation is the adaptability of the candidate's personality to a completely different social, cultural, and political environment. Many people who display satisfactory personality characteristics in their indigenous environment do so because they have been acculturated to a single orientation. But, when they are subjected to the strain of a new language, food patterns, friends, living conditions, climate, etc., they may display basic defects in their personality for the first time. These defects may be minor in familiar surroundings, but will be probed, explored, and exaggerated when living in a situation that distorts every facet of the individual's public and private life.

It is important to understand to what extent any citizen of the United States represents his country while serving abroad. The status of the person is irrelevant; any action that may be displayed that is contrary to the local or moral customs of the community not only reflects on his personality, but that of the Institute, and more

important, his country. He is being continually inspected during his working hours, and privacy is a commodity that cannot be obtained. For example, while living in Nigeria, the Caucasian applicant might be stationed in a community with a Black population of 750,000, and a white populace of thirty. Wherever or whatever he does, the Nigerians will constantly follow him, listen to what he says, watch his actions, and want to touch his different skin. This total lack of privacy is oftentimes too much of a strain for many Americans who are accustomed to the separation of their work and private lives.

IPA must assess the motivation of a candidate for foreign employment. These are many and varied and can range among:

1. The desire to travel.
2. An increase in salary.
3. Escape from unpleasant conditions at home.
4. Increase in work experience.
5. Promotion of a worthwhile cause.
6. More rapid advancement within the organization.
7. An attempt to gain recognition.
8. A multitude of other motivational factors.

Usually a combination of motivational factors are involved, and it is important to ascertain during the selection process the individual's aspirations. Through interviews and reference

checks the Institute tried to make sure that the positive motivational stimuli of a candidate was greater than the negative stimuli for overseas employment. For example, a gentleman applied for the position of accounting professor at Amudu Bello University in Zaria, Nigeria. He had previously worked overseas in the Far East and had become accustomed to certain work and leisure patterns. His wife never accompanied him while on tour, and only visited him during vacation periods as she refused to leave a career in the United States. Then, too, it was essential that any post IPA might give him be accessible to a golf course with club privileges as he was adamant about continuing his golf. Needless to say, these were considered negative stimuli that would affect his performance. It became apparent that his drive was inappropriate for location in the indigenous community.

Flexibility is a byword in handling an overseas assignment. A person must be able to improvise, use his imagination, and be inventive. The individual may be put into a situation where the job is stated, but the Ministry or company have not established structured responsibilities and are unprepared for his arrival. This circumstance is not unusual, and is only one of many adjustments that may be encountered at the beginning or during the tour of service. Therefore, rigidity, which is common in a structured American society, is a detriment in foreign

employment. Also, although a person has been flexible in one foreign assignment, there is no guarantee that he will be able to adjust to another society. The individual who has become acclimated to the French culture may be totally lost in French Togoland. If at all possible, it is advisable to find applicants with overseas experience in the country in which they will work, or similar countries.

The candidate must have an ability to plan for the future in his job assignment. The employee must realize that many of his plans, ideas, and objectives will be carried out after his departure. He must be able to build organizations or programs that will continue in his absence. This is oftentimes a difficult process, for frequently in our society the idea of sharing in work is subordinated to the philosophy of individual initiative. The sensation of solitary activity is magnified while working abroad, for many co-workers won't understand the methods and procedures which will be employed. Therefore, the applicant must be simultaneously a partner and teacher to the host-country nationals with whom he works.

The above process is dependent upon communication. Problems of translation and interpretation of the spoken and written word are common while working with an international organization. Difficulties often arise from the fact that the equivalent names for something in each

of two languages may not, in fact, carry equivalent meanings. The IPA requirement concerning potential employees in Latin American countries is fluency in Spanish. So often in past projects the problem of communication has caused difficulties in interpersonal relations and has jeopardized the outcome of the entire program. Also, the difficulty of working through a translator, who may not understand one language as well as the other, can change a meaning in translation which the worker did not intend. For example $\bar{O}BA$, which means king in Yoruba, a western Nigerian dialect, must not be confused with $O\check{B}\check{A}$, which means monkey. Another area of semantics would be the definition of titles. In Nigeria a professor implies the meaning of a university department head, while in the United States a professor may be a college or university teacher. Therefore, the communication skills need to be as simple and direct as the situation demands and are, necessarily, dependent on the society, its values, and customs.

It is important to remember that the American culture is one among many. Our society has advantages and disadvantages in comparing it to other cultures. The factor of the individual being able to adapt to a cross-cultural situation is of extreme importance to the selection program of the Institute of Public Administration. It is the applicant's responsibility to change his

patterns to his new environment. All too often the reverse is true of Americans living abroad. The candidate should be a student of anthropology in a practical sense for he must understand the historical patterns, moral customs, living standards, religious ideals, and work habits of his indigenous population. If he is unable to understand the new culture, it is his responsibility to accept it in a frank and open manner. An applicant must be able to work using local methods. A state of rapport must be developed between the expatriate and the host country.

Once the applicant can begin to understand some of the relationships between cultural values and administrative and economic problems, no factors can be considered alone. It is not good enough for the applicant to apply experience learned in the developed countries to those in developing ones, without considering the values, traditions and characteristics of that society and then modifying or changing his techniques or methods to meet the new and different needs. One of the major functions of the applicant should be to help the host country identify its major needs and objectives, to assess its own capabilities to meet these objectives, and to determine in what manner it should proceed toward achieving its goals. To do this, the applicant must not only be very competent in his own specialized field in which he is working, but also have an

idea or feeling of what is taking place in other facets of the society.

In summary, IPA attempts the complicated and difficult selection process for international positions. The percentage of prospective applicants who meet the qualifications is quite small. Therefore, all applicants who are seriously considered by the Institute usually have had experience in more than one area of international employment. The success or failure of the projects depends on the character and technical combination of the applicant. It is for this very reason that IPA places so much emphasis on the selection process. Although I was not in the position to make final decisions on individuals applying for specific job placement, I was able to observe the selection procedure in its initial stages, and would have been better able to assess the process if my internship would have been of a longer duration.

Cover Letter

With this basic understanding of the requirements for overseas employment, it is now appropriate to discuss the different phases of recruitment necessary in selecting the candidates. The initial phase is to provide a sufficient quantity of quality applicants to make the

selection process worth the effort. Abraham Maslow has succinctly described the selection process as a "reductive process by which an applicant population that presumably contains a representative proportion of the people with the skills and the abilities required by the employer is separated out of a universe of workers."⁵ Therefore the first phase in the IPA recruitment program was to compose a cover letter and job descriptions of the positions in Uganda and Nigeria and to send this packet of material to approximately three hundred university and college departments of business and public administration.

The cover letter is essentially the most important section in the recruitment process for the following reasons:

1. The cover letter is the initial contact with the recruiting agency.
2. It must be short and succinct to allow those reading it to quickly and easily understand the main aims of the program.
3. It must hold the reader's interest.
4. It must be direct and concise.

⁵Abraham P. Maslow, Measurement in the Selection and Development Process (monograph No. 21), New York, 1962, p. 121.

Job Descriptions

Attached to the cover letters are the specific job descriptions for each of the positions available in Uganda and Nigeria. In essence, these are job and man specifications which describe those characteristics of the positions in question. These descriptions deal with the minimum qualifications for the prospective personnel and are divided under the areas of project, title, location, and job qualifications. The section entitled job qualification includes a job summary which presents in a concise form the essential and distinguishing characteristics of the occupation for consideration; the minimum requirements for the job; and the maximum salary schedule to be paid in order to stipulate the top salary allowed by IPA to encourage or discourage prospective employees according to their present salaries. In conjunction with the cover letter, all job descriptions include names and addresses for the individual to send his curriculum vita if any of the positions is of interest.

To compile these job descriptions IPA follows a practice of sending a staff member on a short mission, or observation trip, to the contract location. This allows one of IPA's staff to study the problems on the spot and then report the necessary requirements and attitudes to the New York office. In relation to the Uganda

contract, Dr. Summerskill, past president of San Francisco State College, made such a reconnaissance trip. The information contained in the job descriptions was obtained from his reports. IPA had previous projects in Nigeria and relied on them for basic information.

Also, if at all possible, the host country agency supplies its requirements for the positions. However, they are oftentimes reluctant to specify the exact requirements of the job, for the ministries usually are unsure of the job. Instead, civil servants prefer to select from a list of final candidates and their qualifications. This affords the widest degree of latitude of choice in their selection process. Unfortunately, this process is time consuming and excellent candidates are lost in this manner.

As a result, job descriptions are often simple and ambiguous in order to attract the greatest number of replies. In essence, these job descriptions are brief administrative documents which do not go into sufficient detail to enable either applicant or selectors to evaluate the sociological and anthropological factors of the job setting. However brief, the descriptions should include some personality requirements, technical qualifications, experience, and conditions of service.

Finally, the job descriptions should be circulated to all persons involved in the selection process, such as

those who nominate and furnish the information about the candidate, those who interview him, and those who are involved in the decision-making process concerning the applicant. (Please see attached cover letter and job description.)

After the initial contact had been made with the colleges and university departments of business and public administration, the Institute began to receive curriculum vitae, or resumes, from interested parties, and this was the beginning of the second phase of the selection process. Fortunately, these curriculum vitae were of the highest quality and dealt with people at the executive level in other agencies or companies.

Brief Summaries of Candidates for
Uganda and Nigerian Positions

However, the following stages of the selection process were more difficult as it is hard to choose among many candidates who could fulfill the requirements of the job. IPA believes in asking for references only if they are definitely interested in the candidate and, as a result, I could use only the information obtained from the vitae. It was my job to sort through the candidates and advise Dr. Cannon as to the availability, qualities, and disadvantages of each candidate. I would write a synopsis of each candidate's background for easy review of his

INSTITUTE OF PUBLIC ADMINISTRATION

42

TRUSTEES

LUTHER GULICK, CHAIRMAN
RICHARD S. CHILDS, VICE CHAIRMAN DAVID R. HUNTER
JOHN S. LINEN, TREASURER ALFRED C. NEAL
FRANCIS W. H. ADAMS OTTO L. NELSON
JAMES FELT JOHN A. PERKINS
LYLE C. FITCH BETHUEL M. WEBSTER
LYLE C. FITCH, PRESIDENT

55 WEST 44TH STREET
NEW YORK, N. Y. 10036
212 691-2540
CABLE 'INSTADMIN

September 11, 1970

The Institute of Public Administration expects to undertake a management training program for middle to top officials of Uganda's public corporations and agencies through a contract with the United States Agency for International Development. The program will be conducted through the dynamic Ugandan Institute of Public Administration, which is responsible directly to the Office of President and is located in Kampala.

Since the Ugandan government is releasing officials for a two- to three-month seminar on October 15, 1970, IPA hopes to recruit rapidly to fill the following positions:

1. Chief of Party (minimum, two-year tour of duty),
2. A younger management specialist who will write cases and prepare other training materials (minimum, two-year tour of duty),
3. Two visiting professors for two to three months.

In addition, IPA has also been approached by AID to recruit the following professors for a Nigerian university:

1. Professor of Accounting, Ahmadu Bello University, Zaria, Northern State, Nigeria, Africa (minimum, two-year tour of duty),
2. Associate Professor in Production Management and Business Economics, Ahmadu Bello University, Zaria, Northern State, Nigeria, Africa (minimum, two-year tour of duty),
3. Associate Professor of Industrial Relations, University of Lagos, Lagos, Lagos State, Nigeria, Africa (minimum, two-year tour of duty).

The attached statements provide additional information concerning these positions. Should you know outstanding candidates, please urge them to send curriculum vitae to me at IPA, 55 West 44 Street, New York, N. Y. 10036, and to Derek Singer, IPA, 1250 Connecticut Avenue, N. W., Suite 360, Washington, D.C. 20036.

Your consideration is greatly appreciated.

Sincerely,

Mark W. Cannon

Mark W. Cannon
Director

MWC|b

J O B D E S C R I P T I O N

Project: Management training for middle- to top- level government officials in Uganda.

Title: Chief of Party.

Location: Institute of Public Administration, Kampala, Uganda.

Time: October 15, 1970, or as soon thereafter as possible; in any case, by January 1971, for at least a two-year period.

Job Qualifications: This position is similar to the chairmanship of a small university department or directorship of a public service management training program, and would be held for a two- or three-year period, beginning no later than December 1970. It is preferable that candidates have the doctorate, teaching background, and experience in a developing country, hopefully in Africa.

This person will coordinate development of teaching materials, scheduling and assuring productive use of two pairs of visiting professors each fall and spring, design seminars for middle and top government officials, assure effective utilization and development of Ugandan counterparts, and whatever else is necessary to assure high impact from the management development programs.

Salary maximum is a modest increase over highest recent income plus a ten percent post differential, housing, children's education, shipping, storage, health insurance, TIAA/CREF retirement and other benefits.

Please send curriculum vitae to:

Mark W. Cannon, Director
Institute of Public Administration
55 West 44th Street
New York, New York 10036

and

Derek S. Singer
Institute of Public Administration
1250 Connecticut Avenue, N.W.
Washington, D.C. 20036

September 11, 1970

INSTITUTE OF PUBLIC ADMINISTRATION • 55 WEST 44th STREET • NEW YORK, N.Y. 10036

J O B D E S C R I P T I O N

Project: Management training for middle- to top-level government officials in Uganda.

Title: Visiting Professor (2).

Location: Institute of Public Administration, Kampala, Uganda.

Time: October 15, 1970, or as soon thereafter as possible, for a two- to three-month period.

Job Qualifications: The two short-term seminar directors should be highly knowledgeable about management skills and techniques, at least one having reasonably good knowledge of developmental planning processes. They should be doctoral level with university or management teaching experience. It is desirable that they have worked in developing countries, particularly in Africa. Both individuals should be personable, sensitive and stable. They should adapt and relate materials to Uganda and its needs.

The following subjects are expected to be covered by the first pair of visiting professors:

(a) Management control of people in organization; (b) Management principles; (c) The administrator and his role in the organization; (d) Modern development planning techniques; (e) Development of administration; (f) The art of leadership; (g) Public finance; (h) Methods and techniques of communications.

The salary is approximately the highest recent salary, plus \$24 per diem.

Please send curriculum vitae to:

Mark W. Cannon, Director
Institute of Public Administration
55 West 44th Street
New York, New York 10036

and

Derek S. Singer
Institute of Public Administration
1250 Connecticut Avenue, N.W.
Washington, D.C. 20036

September 11, 1970

J O B D E S C R I P T I O N

Project: Management training for middle- to top-level government officials in Uganda.

Title: Case Writer.

Location: Institute of Public Administration, Kampala, Uganda.

Time: October 15, 1970, or as soon thereafter as possible, for at least a two-year period.

Job Qualifications: The main responsibility of this person would be to develop the teaching materials in the Ugandan context, particularly case studies concerning business and public management. He must be able to identify with the Ugandans in order to understand government operations at both national and local levels. It is preferred that the writer should have a doctorate, or be completing his doctorate. However, a master's degree with outstanding competency and, if possible, applied research and writing experience, can also qualify.

The salary for this position is negotiable.

Please send curriculum vitae to:

Mark W. Cannon, Director
Institute of Public Administration
55 West 44th Street
New York, New York 10036

and

Derek S. Singer
Institute of Public Administration
1250 Connecticut Avenue, N.W.
Washington, D.C. 20036

September 11, 1970

INSTITUTE OF PUBLIC ADMINISTRATION • 55 WEST 44th STREET • NEW YORK, N. Y. 10036

J O B D E S C R I P T I O N

Project: A teaching position in Industrial Relations and Data Processing at Lagos University, Lagos, Lagos State, Nigeria.

Title: Associate Professor of Industrial Relations.

Time: The position should be filled as soon as practicable. However, candidates not available for a year might still be accepted.

Job Qualifications: A person with experience in Industrial Relations, Data Processing, and related fields. It would be advantageous for the applicant to have worked in the business sector of the economy in these areas. The position requires exceptional teaching ability in order to convey techniques in Industrial Relations and Data Processing to Nigerian government officials, business executives and students.

Salary maximum is a modest increase over highest recent income plus a 10 percent post differential, housing, children's education, shipping, storage, health insurance, TIAA/CREF retirement, and other benefits.

Please send curriculum vitae to:

Mark W. Cannon, Director
Institute of Public Administration
55 West 44th Street
New York, New York 10036

and

Derek S. Singer
Institute of Public Administration
1250 Connecticut Avenue, N. W.
Washington, D. C. 20036

September 11, 1970

J O B D E S C R I P T I O N

Project: A teaching position in accounting at Ahmadu Bello University, Zaria, Northern State, Nigeria, Africa.

Title: Professor of Accounting.

Time: The position should be filled as soon as practicable. However, candidates not available for a year might still be accepted.

Job Qualifications: A person with senior experience in accounting. By Nigerian standards, a professor should be the calibre of person who might be selected to be a department head. Therefore, he must be an expert in many phases of accounting. The position requires exceptional teaching ability in order to convey accounting principles to Nigerian government officials and students.

A doctorate in accounting would be preferred, though those without one may be considered.

Salary maximum is a modest increase over highest recent income, plus a 10 percent post differential, housing, children's education, shipping, storage, health insurance, TIAA/CREF retirement and other benefits.

Please send curriculum vitae to:

Mark W. Cannon, Director
Institute of Public Administration
55 West 44th Street
New York, New York 10036

and

Derek S. Singer
Institute of Public Administration
1250 Connecticut Avenue, N. W.
Washington, D. C. 20036

September 11, 1970

J O B D E S C R I P T I O N

Project: A teaching position in Production Management and Business Economics, Ahmadu Bello University, Zaria, Northern State, Nigeria, Africa.

Title: Associate Professor in Production Management and Business Economics.

Time: The position should be filled as soon as practicable. However, candidates not available for a year might still be acceptable.

Job Qualifications: This individual should have practical experience in production operations or business management. The position requires exceptional teaching ability in order to convey production techniques and business management to Nigerian business executives and students.

A doctorate in either field is preferred, though those with good production or business backgrounds may be considered.

Salary maximum is a modest increase over highest recent income plus a 10 percent post differential, housing, children's education, shipping, storage, health insurance, TIAA/CREF retirement and other benefits.

Please send curriculum vitae to:

Mark W. Cannon, Director
Institute of Public Administration
55 West 44th Street
New York, New York 10036

and

Derek S. Singer
Institute of Public Administration
1250 Connecticut Avenue, N.W.
Washington, D. C. 20036

September 11, 1970

qualifications. These summaries were divided into the area of age, work experience, academic experience, consultantships, and outside activities and honors. With practice I was able to verbally express the strengths and weaknesses of a candidate by just reading and interpreting his curriculum vitae. It is amazing how well you can understand a candidate after comparing him with other applicants. This was a valuable service to Dr. Cannon, for he could ask me to summarize the candidates I felt were excellent for the positions in question. Also, I learned that it is best to have your facts clear in presenting a person's background verbally, especially with Dr. Cannon, as he would ask followup questions and if you were not sure of your initial facts, he would find out in a matter of seconds. One principle impressed on me was that it is better to say you don't know the answer to a question, and then find it, than to present the wrong information.

Curriculum Vitae

When reviewing the curriculum vitae we found that the majority of candidates had a Ph.D. and a well-balanced background in the above mentioned areas, as illustrated by the attached copy of Dr. Ryan's curriculum vita.⁶ Understandably, the bulk of the applicants came from Eastern and Midwestern colleges or universities. However, I attached a special note to the material so that The University of Arizona would be included on the recruitment list, but there was no response to the cover letter and job descriptions. Possibly this is due to the fact that the Institute of Public Administration is better known in the Midwest and Eastern parts of the United States.

It is necessary at this point in my paper to discuss the merits of selection with heavy emphasis on the material presented in a curriculum vita. There is quite a bit of controversy as to the worth of a curriculum vita. When reading a vita it must be remembered that it has been written by the applicant, or his representative, to present his qualifications in a way that submits his background in the best possible situation. Another aspect of the curriculum vita is the difficulty of composing it so that it will be attractive and interesting. Therefore,

⁶Leo V. Ryan, "Curriculum Vita" (Evanston, Ill., 1970), pp. 1-6.

a competent professional and executive may feel it is advisable to pay an outside agency to write his curriculum vita. These points limit the prospective employer in a factual interpretation of the candidate's qualifications. Later in this paper an example of the misuse of a curriculum vita will be presented. At best, the vita should be used as a preliminary introduction of the candidate, and only then in conjunction with the biographical data sheet or application form provided by the company or agency.

Brother Leo V. Ryan, C.S.V., Ph.D
 Director of Education, American Province
 Clerics of St. Viator

Provincial Residence
 1100 Forest Avenue
 Evanston, Illinois 60202 .

Phone: 312 - 864 - 4247

Academic Preparation

B.S. (Business Administration), Marquette University,
 Milwaukee, Wisconsin, 1949

M.B.A. (Marketing), DePaul University, Chicago, Illinois,
 1954

Ph.D. (Management/Educator), Saint Louis University, St.
 Louis, Missouri, 1958

Additional Graduate Studies: Catholic University of
 America (Business)
 DePaul University (Education)
 Northwestern University
 (Education)
 Bradley University (Education)

Present Assignments

Director of Education, American Province, Clerics of St.
 Viator, serving two hundred professional educators as
 one of six counselors responsible for establishing
 policy and conducting affairs of the Province; serving
 as Dean of Studies for members pursuing undergraduate
 and graduate degrees, as Personnel Coordinator for
 nearly ninety secondary school teachers, and as a
 Coordinating Superintendent for five high schools in
 Illinois and one in Nevada, and responsible for con-
 tinuing education for the Province.

Consultant, Center for Religion and Life, University of
 Nevada, Reno.

Consultant, Education and Personnel Development, Vilter
 Manufacturing Company, Milwaukee

Adjunct Professor of Management (on leave), Loyola Uni-
 versity, Chicago, Illinois

Previous Assignments

Immediate Past Assignments

Assistant Superior General, Clerics of Saint Viator, a religious congregation of priests and brothers primarily engaged in education in Canada, France, Spain and the United States, with additional educational centers in Asia (Japan and Formosa), Africa (Ivory Coast), Caribbean (Haiti), and Latin America (Columbia, Chili and Peru). One of a five member General Council responsible for establishing policy and conducting the affairs of the Congregation. (Elected August 1967; began duties January 1, 1968.)

Econome General, responsible for the development and coordination of economic, fiscal and management policies for the Clerics of Saint Viator. (Appointed April 1968.)

Liaison Officer between Union of Superiors General (Rome) and the Pontifical Commission for Justice and Peace (Vatican City) on matters related to development, justice and peace. (Appointed September 1968.)

Past Assignments

On leave from Loyola University to serve as a Foreign Service Reserve Officer (FSRO-3/1) with the United States Peace Corps (1966-1968) as:

Director, United States Peace Corps, Ibadan, Western Nigeria (Dec. 1966-Jan. 1968).

Visiting Professor, Institute of Public Administration, University of Ife, Ibadan Campus, Ibadan, Western Nigeria (January-December 1967).

Deputy Director and Administrative Officer, United States Peace Corps, Nigeria, American Embassy, Lagos, Nigeria (March-December 1966).

Visiting Lecturer, United States Agency for International Development Management Seminars, Lagos, Nigeria (1966-1967).

University Academic and Administrative Assignments

Loyola University (Chicago) 1965-1966 (Full Time) 1969 (Part Time)

- I. Academic - Professor of Management (effective September 1965)
- II. Administrative - Chairman, Department of Management (Effective September 1965)
Granted Leave of Absence to undertake appointment as Foreign Service Reserve Officer with the

United States Department of State as Deputy
Director, United States Peace Corps, Nigeria.

Marquette University (Milwaukee)

- I. Academic - Assistant Professor of General Business (1957-1959).
 - Graduate Faculty (1959).
 - Associate Professor of General Business (1960-1964).
 - Professor of Industrial Management (1964).
- II. Administrative
- Director, Evening Division, College of Business Administration (1957-1958).
 - Assistant Dean, College of Business Administration (1958-1959).
 - Director, of Workshops on School Business Administration (1959-1965) and on School Accounting (1962-1965).
 - Director of Continuing Education; Director of Summer Sessions; Coordinator of Evening Divisions (1959-1965).
 - Coordinator, University Peace Corps Activities (1961-1965), including service as:
 Chief Fact Finding Mission to West Germany to study activities of German Volunteer Agencies engaged in work in development countries in connection with possible bi-National Peace Corps activities (under sponsorship of the Johnson Foundation, September-October, 1961).
 Director, Brazil Public Health/Technical Peace Corps Training Project (May-September 1964).
 Advanced Project Planner, Brazil Health/Technical/Community Development Project (February-May 1965), undertaking field investigations in Brazil (March-April, 1965).
 Director, Brazil Health/Technical/Community Development Program (June-September 1965).
 - Committee Assignments: Chairman,

University Committee on TV and Radio (1960-1965); Committee on American Democracy (1960-1965); Member, Academic Senate (1962-1965); University Council (1959-1965); and Committee on Academic Honors (1963-1965).

Saint Louis University

I. Academic - Faculty, School of Commerce and Finance (1954-1957).

Visiting Status at Other Universities (Short Term)

Visiting Professor of Public Personnel Administration, Institute of Public Administration, University of Ife, Western Nigeria (1967).

Visiting Professor, Germany Productivity Center, Frankfurt (October 1965).

Visiting Professor, Viatorian Seminary, Washington, D.C. (Part Time basis 1961-1962, 1963-1965).

Visiting Professor at University of San Francisco (August 1963; August 1965).

Visiting Professor at Catholic University of Puerto Rico (March 1963).

Visiting Lecturer, Saint Mary's University, Xavier, Kansas (Summer 1957).

Visiting Lecturer, Saint Louis University (Summer 1956).

Visiting Lecturer, Workshops in Economic Education, Bradley University (Summers of 1956 through 1959).

Secondary Education Experience

High School Administrator and Teacher (Business Manager and Head, Business Education Department), at Cathedral Boys High School, Springfield, Illinois (1950-1951) and Spalding Institute, Peoria, Illinois (1952-1954).

Honors and Recognition

National President, Catholic Business Education Association (of the United States and Canada) (1960-1962);

Member, National Executive Board (1960-1964);
 Publications Director (1952-1953); Officer and
 Member, Executive Board Mid-West Unit (1952-1959);
 Received Presidential Award (1962); Distinguished
 Service Awards (1961).

President, Board of Directors, Milwaukee Council for Adult
 Learning (1963-1964); Acting President (1962-1963);
 1st Vice-President and President-elect (1962);
 2nd Vice-President and Program Chairman (1961-1962);
 Chairman, Membership Committee (1960-1961).

President-elect, North Central Conference on Summer Ses-
 sions (1965-1966); Member, Executive Board, North
 Central Conference on Summer Sessions (1963-1966);
 Chairman, Public Relations Committee, North Central
 Conference on Summer Sessions (1961-1962).

Special Honors

His Royal Highness, Oba Adenle I, of the kingdom of Oshogbo (Yourbaland, Nigeria, West Africa) conferred the Asoju Chieftancy title in June 1967, in recognition for services "in promoting Yourba life and culture". This was the first time an American had received a chieftancy title in the Oshogbo kingdom.

Awards

- Distinguished Service Award for Community Leadership as the "Young Man of the Year Award" Milwaukee Junior Chamber of Commerce (1959).
- Distinguished Service Award of Alpha Kappa Psi, National Business Fraternity Bronze Award (1948); Silver Award (1959).
- First Recipient, Faculty Fellowship, National Association of Purchasing Agents (1958); Honorary Member, Milwaukee Association of Purchasing Agents (1960).
- First Recipient, Traveling Fellowship, Milwaukee Board of Realtors for "outstanding contribution to real estate education" (1959).
- Freedom Award, from Commanding General Berlin Command (1961).
- Distinguished Service Award, Northeast Unit, Catholic Business Education Association (1961).
- Presidential Award "for inspiring leadership and distinguished service" National Catholic Business Education Association (1962).
- The Catholic Business Education Association created a National Annual Service Award to be called the "Brother Leo V. Ryan Award" in recognition of services to the Association (1962).

Alpha Sigma Nu, National Jesuit Scholastic Fraternity, Honorary Membership (1963).
 B'nai B'rith Interfaith Award, Milwaukee for "outstanding service in the field of human relations" (1963).
 Elected Member, Nigerian Institute of Management and entitled to use the designation, M.M.I.M. (1966).
 Phi Theta Psi, National Cultural Fraternity, Honorary Membership (1968).
 Commendation, Milwaukee Council for Adult Learning for "distinctive contribution to broadening the opportunities for continuing adult education in the Milwaukee area" (1968).

Committee Responsibilities (Condensed Listing)

- (1) Institutional Members, representing Higher Education, President's Committee on the Employment of Handicapped (1959-1965); named Personal Member in 1965. Delegate to White House Conferences annually since 1958 through and including 1968. Also member representing higher education on the Employers Subcommittee from 1960-1965 and personal member since 1965;
- (2) Member, Editorial Advisory Board, American College and University (January 1965-December 1967); Catholic School Journal (1959-1966); Catholic Management Journal (1959-1962); Editorial Consultant for Catholic Property Administration (1963-1965); Editorial Consultant, Sadlier Social Science Series (1952-1954);
- (3) First National Chairman, Committee on Non-Public Schools (Private and Parochial), Association of School Business Officials of the United States and Canada (1965-1967);
- (4) Member, Board of Directors, Alpha Kappa Psi Foundation for research in business and business leadership (1960-1969);
- (5) Former Member, Wisconsin Governor's Committee on the Employment of the Handicapped (1959-1965);
- (6) Former Member, Wisconsin Governor's Committee on the United Nations (1961-1964);
- (7) Charter Member, International Congress of Adult Educators (since 1964); former member, Executive Board, National Catholic Commission on Adult Education (1961-1965); Member, National Association of

Adult Education of the United States (1959 to present);

- (8) Extensive service as Educational Advisor to the Wisconsin Restaurant Association; Milwaukee Board of Realtors; the Milwaukee Association of Purchasing Agents; National Association of Secretaries; National Association of Legal Secretaries; Milwaukee Council on the Aging, and the Wisconsin Bar Association through the Wisconsin Institute of Continuing Legal Education (1959-1965).

Research Projects

- (1) Project Advisor, Research Project exploring the implications of electronic data processing in the educational administration of non-public school systems. Research proposal authored by myself, funded by grants, and separately staffed.
- (2) Project Director, Operations Dollar-Flow, a research project under sponsorship of the Superintendents Department, National Catholic Education Association designed to develop a uniform accounting system for non-public schools in the United States.

Publications

ARTICLES

In the period 1950 through 1968 over 400 articles on administration, business, management, business education, and social science subjects in a wide range of publications especially in journals related to education and educational administration.

BOOKS

The Business Management of Central Catholic High Schools (in the United States) Ann Arbor, University Microfilms, 1958.

Accounting Manual for Non-Public Schools, Washington D.C., National Catholic Education Association, 1963 (revision in process).

Management-Ausbildung An Amerikanischen Universitaten, Wiesbaden: Betriebswirtschaftlicher Verlag, Dr. Th. Gabler (1967) (Lecture delivered under the sponsorship of the German Productivity Center at Baden-Baden, October 1965.)

CHAPTERS IN BOOKS

Chapters on Consumer Economics in:

Mother: Heart of the Home (Meinrad, Indiana, Grail Press, 1955).

Toward Holiness and Happiness in Marriage (Washington, D.C., National Catholic Welfare Conference, Family Life Bureau, 1955.)

Chapters on Management and Educational Administration:

Catholic Thought in Business and Economics (Austin, Texas: St. Edward University Press, 1959).

The Pastor and the School (Milwaukee: Bruce, 1966).

Pastorial Ministry in a Time of Change (Milwaukee: Bruce, 1967).

The Divine Synthesis: Some Lectures of The Conference on Christian Humanism (Ashville, N. C.: Mount Mary Press, 1968).

The Logistics of Materials Management: Readings in Purchasing (Boston: Houghton-Mifflin Company, 1968).

Organizational Memberships (Partial Listing)

Adult Education Association of the United States
 Alpha Kappa Psi, international business and management
 fraternity
 Alpha Sigma Nu, National Jesuit honorary fraternity
 American Foreign Service Association
 Association of School Business Officials of the United
 States and Canada
 International Congress of Adult Educators
 National Association of Purchasing Agents
 National Catholic Education Association -
 Superintendents Department
 National Catholic Business Education Association
 Nigerian Institute of Management
 Society for the Advancement of Management
 Tau Kappa Epsilon, national social fraternity

September 1, 1970

Biographical Data Sheet

Once the curriculum vita was received by the Institute, I immediately answered the initial inquiry with a short letter indicating interest in his qualifications, or rejection. The applicant of interest was requested to return a biographical data sheet to the Institute (Appendix).

As the biographical data sheets were returned, it became apparent that IPA used them for three purposes:

1. To allow more time for the Institute to receive additional candidates' resumes, and to provide time for comparison with other prospective candidates.

2. To provide a uniform record of the applicants, through a systematic inventory of manpower and abilities.

3. To indicate to the candidate that the Institute was interested or disinterested in having him work for the Institute.

Other than these three functions, the biographical data sheets were used for little else. In my opinion, too much emphasis was placed on the candidate resume and not enough on the biographical data sheet. This results from the poor biographical data sheet provided by the Institute. As Mr. Lopez says in his book: "The biographical data sheet is the principal means by which information about

the education experience, and life history of the applicant is elicited in a standardized written form."⁷

This form should permit the applicant the opportunity to present his qualifications to the prospective employer in a concise, convenient, uniform, and complete manner. When examining the biographical data sheet⁸ (pages 68, 69, 70) in relation to these basic qualifications, IPA's form is lacking in the following areas:

1. The form tends to be ambiguous, repetitive, and threatening.

- A. In the opening section of the biographical data sheet it asks for highest degree, field, name of university, and year. This information is repeated in the section labeled Educational Background. The second passages concerning education are threatening and incriminating. The differentiation between degrees of education is such as to make one believe that anything less than a Master's Degree is inferior. The form does not even include a line for Bachelor's Degree.

- B. Though education is important, this form neglects to include the experiences of the applicant in relation to his education. An individual with a

⁷Felix M. Lopaz, Personnel Interviewing (New York, 1965), p. 232.

⁸Institute of Public Administration, Biographical Data Sheet (New York, 1970), pp. 1-3.

BIOGRAPHICAL DATA SHEET

Name _____ Date _____
 Surname First Middle Date of Birth _____

Address _____
 Telephone No. _____

Present Position, Name of Employer, and Address _____

Highest Degree, Field, Name of University, Year _____

Marital Status _____ No. of Dependents _____

SPECIALTIES AND INTERESTS. (Please check all fields, in the appropriate column, in which you have a special interest, competence and/or experience.)

Int.	Exp.		Int.	Exp.	
___	___	Accounting (1)	___	___	Legislative Process (9)
___	___	Budgeting (General) (2)	___	___	Organization and Management (11)
___	___	Budgeting (Program Planning and Budgeting Systems) (3)	___	___	Personnel Administration (12)
___	___	Business Administration (15)	___	___	Planning (Economic) (13)
___	___	Economic Development (4)	___	___	Planning (Physical) (14)
___	___	Educational Policy and Administration, Pre-University Level (5)	___	___	Planning (Social) (16)
___	___	Educational Policy and Administration, University Level (6)	___	___	Public Administration (General) (17)
___	___	Employee Training (10)	___	___	Public Health (including Environmental) (18)
___	___	Executive Development (7)	___	___	Public Policy Analysis (including Interdisciplinary Approaches) (19)
___	___	Housing and Urban Renewal (8)			

		<u>Fluent</u>	<u>Fair</u>	<u>Poor</u>
<u> </u> Portuguese (47)	Read	—	—	—
	Speak	—	—	—
	Write	—	—	—
<u> </u> Other _____ (45)	Read	—	—	—
(Specify)	Speak	—	—	—
	Write	—	—	—

INTERESTED PRIMARILY IN POSITIONS LOCATED IN:

 Africa (49) Latin America (52) Asia (50) United States (51)

PREFERRED TERM OF EMPLOYMENT:

 Short-term consultancy
(Three months or less) (53) Long-term consultancy
(Indicate best time to start) (54)

If you know of any other persons who might be qualified and interested in the types of positions growing out of IPA's projects, please list their names and addresses below:

B.A. or M.A. degree from an excellent school, with experience, is of possibly more value than a Ph.D. with little or no experience, especially in the areas of human relations for foreign employment.

C. The section, Specialties and Interests, is unclear and ambiguous for it gives three initial categories—"interest, competence and/or experience." When checking the appropriate column the applicant must indicate either interest or experience. Some resulting confusion would affect the candidate if, for example, prospective employees had some limited experience in a field but not a competency in it. Would the applicant check experience? A multitude of open-ended questions, such as the above, are presented to the applicant. It would have been more expedient to ask for the applicant's experience, competence and interest by asking him simply to describe his areas of speciality, number of years of experience, and his enjoyment as to the speciality. By using this method, the person reading the biographical data sheet could interpret the candidate's statements and assign a code number for permanent records. This process would eliminate the section which is entitled "Experience."

D. The section on Language is poorly worded. The applicant should have difficulty in deciding the

difference between "Fluent and Fair," especially if he had a good or above average understanding of the language.

E. The last comment on the third page is threatening and rarely completed by the applicant. It asks prospective applicants to recommend people for the same job for which they are applying. Would the reader complete such a section?

F. The biographical data sheet neglects to provide space for a list of references. As a result, special letters have to be sent to applicants asking for references. This increases the expense of the selection process and increases the chance of losing a good candidate.

G. The applicant form does not explain the numerical system, which accompanies each of the choices, that are used for permanent classification. These numbers are not necessary on the biographical data sheet and should be eliminated. It is the job of the personnel responsible for the selection process to rank and categorize the candidates. If the numbers must be included, then an explanation should accompany them.

H. The applicant should be informed that the information he gives will remain highly confidential and that the biographical data sheet will allow the

Institute to better evaluate his qualifications. The last question on the third page eliminates the possibility of confidentiality.

I. The form should impress the applicant with the efficiency, thoroughness, objectivity, and courtesy of the employer. Considering the high quality of the personnel employed by IPA, all of the above mentioned points should offend the applicant. Fortunately, IPA's excellent reputation counter-balances this impression.

J. The form should be placed on letterhead paper in order to provide a public relations aspect to the applicant form.

K. The biographical data sheet does not include a category that deals with health, an important factor in employment overseas.

L. The application form is basically the first step in classifying the candidate and is used as an economical tool of initial comparison. Data gathering devices require a balance between the cost of obtaining them, and their predictive utility as indicated by the results of the screening process. In IPA's situation I would recommend removing the biographical data sheet entirely and replacing it with a permanent file of categorized curriculum vitae, or improving the form sent to candidates.

The following revised form would better suit the needs of the Institute. I am hopeful that this new form is courteous and allows enough latitude in response from the applicants to accommodate the highly qualified personnel attracted to IPA.

INSTITUTE OF PUBLIC ADMINISTRATION

TRUSTEES

LUTHER GULICK, CHAIRMAN

RICHARD S. CHILDS, VICE CHAIRMAN	DAVID R. HUNTER
JOHN S. LINEN, TREASURER	ALFRED C. NEAL
FRANCIS W. H. ADAMS	OTTO L. NELSON
JAMES FELT	JOHN A. PERKINS
LYLE C. FITCH	BETHUEL M. WEBSTER

LYLE C. FITCH, PRESIDENT

55 WEST 44TH STREET
NEW YORK, N.Y. 10036
(212) 661-2540
CABLE: "INSTADMIN"

DATE _____

NAME _____

LAST	FIRST	MIDDLE
------	-------	--------

ADDRESS _____

NUMBER	CITY	STATE	ZIP
--------	------	-------	-----

GENERAL HEALTH: Please explain any problems that might be a hazard to your health while working abroad or domestically for IPA.

EXPERIENCE: Would you please choose the following three areas that best enumerate your experience and competence. Then describe these specialities; include number of years involved, the type of firm or agency, your capacity while working in that speciality, and any outstanding facts concerning these areas that might be of interest to IPA

List of Areas:

- | | |
|---|-------------------------------------|
| 1. ACCOUNTING | 13. PLANNING (ECONOMIC) |
| 2. GENERAL BUDGETING | 14. PLANNING (PHYSICAL) |
| 3. PROGRAM PLANNING AND BUDGETING SYSTEMS | 15. PLANNING (SOCIAL) |
| 4. BUSINESS ADMINISTRATION | 16. PUBLIC ADMINISTRATION (GENERAL) |
| 5. ECONOMIC DEVELOPMENT | 17. PUBLIC HEALTH |
| 6. EDUCATIONAL POLICY AND ADMINISTRATION | 18. PUBLIC POLICY ANALYSIS |
| 7. EMPLOYEE TRAINING | 19. STATISTICS |
| 8. EXECUTIVE DEVELOPMENT | 20. SYSTEMS ANALYSIS |
| 9. HOUSING AND URBAN RENEWAL | 21. TAX ADMINISTRATION |
| 10. LEGISLATIVE PROCESS | 22. TAXATION AND FISCAL POLICY |
| 11. ORGANIZATION AND MANAGEMENT | 23. TRANSPORTATION |
| 12. PERSONNEL ADMINISTRATION | |

INSTITUTE OF PUBLIC ADMINISTRATION

TRUSTEES

LUTHER GULICK, CHAIRMAN

RICHARD S. CHILDS, VICE CHAIRMAN

JOHN S. LINEN, TREASURER

FRANCIS W. H. ADAMS

JAMES FELT

LYLE C. FITCH

DAVID R. HUNTER

ALFRED C. NEAL

OTTO L. NELSON

JOHN A. PERKINS

BETHUEL M. WEBSTER

LYLE C. FITCH, PRESIDENT

55 WEST 44TH STREET

NEW YORK, N.Y. 10036

(212) 661-2540

CABLE: "INSTADMIN"

- 24. URBAN AND METROPLITAN PROBLEMS
- 25. WATER RESOURCES
- 26. OTHERS

1. _____

2. _____

3. _____

EDUCATIONAL BACKGROUND: Please explain your educational background including the institution, degree, and major areas of study.

INSTITUTE OF PUBLIC ADMINISTRATION

TRUSTEES

LUTHER GULICK, CHAIRMAN

RICHARD S. CHILDS, VICE CHAIRMAN

JOHN S. LINEN, TREASURER

FRANCIS W. H. ADAMS

JAMES FELT

LYLE C. FITCH

DAVID R. HUNTER

ALFRED C. NEAL

OTTO L. NELSON

JOHN A. PERKINS

BETHUEL M. WEBSTER

LYLE C. FITCH, PRESIDENT

55 WEST 44TH STREET

NEW YORK, N.Y. 10036

(212) 661-2540

CABLE: "INSTADMIN"

Degree	Institution	Major Area
1.	_____	_____
2.	_____	_____
3.	_____	_____
4.	_____	_____
5.	_____	_____
6.	_____	_____

LANGUAGE: Would you please state any language ability that you possess, and explain your ability in it.

1. _____

2. _____

3. _____

Interested primarily in positions located in _____ Africa,
 _____ Asia, _____ Latin America, _____ United States,
 _____ Other.

INSTITUTE OF PUBLIC ADMINISTRATION

73

TRUSTEES

LUTHER GULICK, CHAIRMAN
RICHARD S. CHILDS, VICE CHAIRMAN
JOHN S. LINEN, TREASURER
FRANCIS W. H. ADAMS
JAMES FELT
LYLE C. FITCH

DAVID R. HUNTER
ALFRED C. NEAL
OTTO L. NELSON
JOHN A. PERKINS
BETHUEL M. WEBSTER

LYLE C. FITCH, PRESIDENT

55 WEST 44TH STREET
NEW YORK, N.Y. 10036
(212) 661-2540
CABLE: "INSTADMIN"

When is the earliest time you would be able to begin working for the IPA? _____

Please include any additional material—honors, awards, etc.—that may help us evaluate your application.

Please list three employment references and two character references that the Institute of Public Administration may contact concerning your qualifications

EMPLOYMENT REFERENCES

Name	Position	Address & Telephone Number	Relationship
------	----------	----------------------------	--------------

1. _____
2. _____
3. _____

CHARACTER REFERENCES

Name	Position	Address & Telephone Number	Relationship
------	----------	----------------------------	--------------

1. _____
2. _____
3. _____

Thank you for your cooperation in supplying the Institute of Public Administration with the above information concerning your qualifications. Please feel assured that the information we receive will be kept in the strictest of confidence. If you have any questions, please contact the Institute at your convenience.

Evaluation Grid

In order to facilitate the selection of candidates' rating of secondary material, I devised a system of evaluation patterned after Blake and Mouton's Managerial Grid.⁹ Instead of using five degrees of managerial behavior, I divided the different areas of the experience noted on the curriculum vitae. This allowed a visual presentation of candidates arranged according to the individual jobs (pages 80, 81, 82). This process, combined with the short written summary of each candidate, allowed an interesting and easy method of reviewing a large number of candidates in a short period of time. This combination of methods was of great help in cutting the time required to handle the preliminary work of the offices in New York and Washington.

Once the primary evaluation of secondary material was completed, Dr. Cannon would interview the applicant by telephone. In the majority of the telephone interviews I was allowed to listen to the conversation and to evaluate the candidate as to his attitudes, confidence, and general responses. After the initial contact by phone, Dr. Cannon and I would discuss our reactions concerning the applicant. These telephone interviews afforded easy access to

⁹Paul R. Lawrence and John A. Seiler, Organizational Behavior and Administration (6th ed., Homewood, Ill., 1968), p. 939.

EVALUATION GRID

Purpose

The grid is designed to present a schematic representation of a candidate's qualifications. The candidate's rating allows a comparison of his academic experience including publications; recognition of academic achievements; academic consultantships; committees; organizations; etc. and overseas teaching experience which are represented on the vertical axis. The horizontal axis shows employment experience (private or public sector), recognition of achievements by other than academia; private or public consultantships; overseas private or public experience, and committee or organization membership.

The establishment of criteria for specific requirements involving job placement (e.g. Uganda short-term professorships) is the responsibility of the Institute's senior staff. (Note: all applications have been good.)

Rating

Each candidate's placement on the grid is based on an objective evaluation of secondary materials (e.g. curriculum vitae, references, telephone conversations, etc). His placement is a comparison with each other candidate's qualifications.

Description of Key Positions on the grid9,9 Position

The candidate has the following qualifications:

1. He has achieved extensive academic and employment experiences,
2. The candidate has taught and had administrative experience at the university level, plus held executive positions in the private and public sectors.
3. He has had extensive overseas experience in a combination of teaching, business, and government.
4. The candidate has published widely.
5. He has been involved in extensive consultantships and had leadership positions in organizations and committees in both academic and other sectors.
6. The applicant has achieved extraordinary recognition for his achievements.

1,9 Position

The candidate has the following qualifications:

1. He has had extensive experience in the academic sector, with little employment experience in the public or private sector.
2. The applicant has been involved in teaching, administration and research in academia.
3. He has had overseas teaching experience.
4. The candidate's publications have been concentrated in academic areas.
5. His consultantship positions have been mainly channeled toward university projects.
6. The candidate has received recognition in academic areas.

5,5 Position

The candidate has the following qualifications:

1. The 5,5 is a balance of academic and employment experience, but at a lower level than the 9,9 position.
2. The candidate has had teaching, and/or business and government experience.
3. The applicant has had overseas experience for short time periods.
4. He has published.
5. He has been involved in some consultantship positions, and/or committee, organization affiliations.
6. The candidate has received adequate recognition for his achievement.

1,1 Position

The candidate has the following qualifications:

1. He has had little academic or employment experience.
2. Position placement above 1,1 would signify a doctoral candidate or master's graduate, who has had minor teaching positions and/or experience in the private sector.
3. The applicant is young.
4. The candidate may have written case studies, or research papers in academic areas.
5. He has traveled overseas and/or had minor overseas positions.
6. He has received recognition for his achievement while a student.

9,1 Position

The candidate has the following qualifications:

1. He has had extensive experience in the private or public sector, but has had little academic experience.
2. The applicant has held executive positions in the private or public sector.
3. He has had overseas experience in the private or public sector.
4. The candidate may have received recognition for his achievements in the public or private sector.
5. He has leadership position in private or public sector, organizations, or committees.

EVALUATION GRID

High	1,9								9,9	
9										
8										
7										
6										
5				5,5						
4										
3										
2										
1	1,1								9,1	
Low	1	2	3	4	5	6	7	8	9	High
	Employment Experience									

NAME _____

Position _____

Project _____

COMMENTS _____

individuals throughout the country and overseas, and led to either a rejection of the candidate or a continuation of the selection process whereby the applicant was to supply us with a list of references, which the Institute would contact, and a personal interview in the New York or Washington office.

Interviewing Procedure

If one were to follow the correct interview procedure the telephone process would be deficient in many of the qualities of good interviewing, especially in the spatial contact which heightens the psychological stress placed on the interviewee. However, in the asset column applied to the procedure, it allows initial verbal contact for both parties concerned, and can result in negative or positive reaction in both parties.

The personal interview is of major importance to the selection process of IPA. Fortunately, I was able to observe and participate in the interviewing function, while Dr. Cannon interviewed prospective candidates. It was instructive to watch the interplay between Dr. Cannon and the interviewee. Indeed, the interviewing process is a skillful game played by two persons. Both parties are attempting to give as much information as possible to the other party, and yet not give the other person the total commitment or understanding of their position. It is

obvious that understanding and honesty are constrained and that many relevant facts remain in the minds of the participants. Therefore, a major purpose of the interview is to obtain added information that one has not been able to accumulate through other selection procedures.

An interview provides a purposeful two-way exchange of information between the participants. It allows opportunities to acquaint the candidate with facts about the job for which he may be considered, to give him information about working conditions, and to ascertain his interest in being considered for the available positions. Also, the interviewer is attempting to create a favorable impression of the organization he is representing. Fundamentally, the interview is a bartering situation wherein the participants are giving and taking from each other in an attempt to facilitate the best results from the interview.

It is essential in the personal interview to spend a considerable amount of time discussing the background of the individual in relation to the overseas job he plans to fill. In this manner the interviewer is able to examine some of the personal capacities mentioned earlier as requisites for overseas employment.

Dr. Cannon was directly responsible for the interview process pertaining to overseas employment. His procedure varied from the patterned interview to the non-direct and in-depth types.

The patterned interview is basically an offspring of the direct interview which is a question and answer period in a two-way communication situation. The former centers on job duties and other actual matters. However, this method does not allow an extensive examination of the candidate's personality. The patterned interview is a variation of the direct approach and overcomes the personality limitations. In essence, this type of interview focuses on specific sections of the applicant's background and does not entail a complete review of the job curriculum vita and technical skills. Therefore, the interview is applicant-centered. Dr. Cannon was in the habit of choosing several facets of the curriculum vita and my short sketches in order to discuss specific areas of interest with the candidate.

Moving from this type of interview as an opening method, often Dr. Cannon would use the non-direct interview. The questions were open-ended and would examine one phase or two of the applicant's background. This was used in conjunction with the in-depth method. As a result, the candidate and Dr. Cannon would have a free exchange of ideas concerning intellectual segments of the applicant's background. Questions were controversial, free, and elicited specific responses rather than a yes or no. These methods required an excellent listener who can restrain from interjection and contradiction while the applicant is talking to him.

These methods of interviewing are easily applied to applicants with a high educational background. The interviewer and candidate gain insight into the quality of the other. In reviewing the notes from class on the different aspects of the interview that are necessary for a successful procedure, I discovered that the following methods were used by Dr. Cannon.

1. The interviewer should be somewhat comparable to the people he is interviewing. Dr. Cannon was of similar age, intelligence, knowledge and experience of the applicant.

2. Dr. Cannon, as Director of the Institute of Public Administration, had an extensive knowledge of job requirements, agency information, and was able to ascertain the criteria by which successful performances in the overseas positions can be judged.

3. The interviewer must be conscious in his communication not to encourage a candidate unduly or make commitments which he cannot keep. He made promises only where he had final authority, and not in instances where his recommendation would be submitted to the President for decision. Dr. Cannon taught me the technique of using the pronoun We instead of I. The term We stands for the entire Institute, and not his person. In any conversation he would clearly state that the final decision rested with Dr. Fitch, the President of IPA.

4. The interview setting is of extreme importance in developing a relaxed atmosphere where a free channel of communication can be opened. Dr. Cannon's office was typical of the imaginary corporate executive. The office was a large, carpeted, mahogany panelled room, with a bookcase running along one wall. His desk was large, and sitting opposite it was an overstuffed chair. If the interviewee sat in the chair, he would view only a portion of Dr. Cannon. Consequently, he always brought the candidate to a small conference table in the room which provided a face-to-face equal status relationship for both the interviewer and interviewee.

5. A state of rapport should be established between the two parties. Rapport means the freedom for both concerned to discuss matters which may be felt by one or the other to be relevant to the main objectives of the interview. In relation to this rapport, the Director would ask leading questions about specific data presented in the background information we had about the applicant. Questions such as, "Would you tell us about your tour of duty in Nigeria," were leads into different aspects of teaching, community development, social relations, etc. Dr. Cannon could be summed up as a kind, considerate, competent man who was interested in what the candidate was saying. Therefore, he was a good listener, an ability that is extremely necessary in this type of interview. This

encouraged the interviewee to speak, and made him feel confident that his interests and attitudes were being respected and protected.

6. The Director would provide a conclusion to the interview that included comments on what had been discussed and indicated what further action would be taken in the matter. He would politely encourage or discourage the applicant as to further action in regard to placement.

7. It is essential to keep a record of the conversation in an interview. There is disagreement about whether this should be done during the interview or after its conclusion. Dr. Cannon preferred to write down pertinent points during the interview. This procedure did not appear to distract the candidate, and possibly encouraged the applicant to speak freely, by indicating the importance for later evaluation and re-evaluation. Reactions that can be seen in facial expressions and voice changes can facilitate insight into the personality of the individual and should be noted at once. However, this process is difficult during luncheon interviews, when it is nearly impossible to concentrate on remembering constructive comments for future evaluation. It seems to add a stress factor in the interview process.

The validity of the interview process varies largely because of two factors: the characteristics of the person being interviewed and the subjective rating of the

interviewer. In this process, without testing procedures, the results of the interview are determined by Dr. Cannon's attitude toward the interviewee and his comments to the President of the Institute. Therefore, the interviewee, whose verbal fluency may conceal unfavorable characteristics, should be checked by references. Also, the opposite may be true of a quiet person who does not furnish enough information for an adequate decision. The reference check will lend to objectivity in the interviewing process.

References

The best kind of references are those of previous employers and can be obtained by a telephone call or letter. At IPA the reference checks were made after a telephone or preliminary interview. These reference inquiries dealt with such characteristics as being considerate, respecting the point of view of other people, and the candidate's adaptability to an overseas environment.

A reference letter would be written as follows:

Name of Person
Address

Dear

The Institute of Public Administration in
New York is considering a candidate for the Chief

of Party position in a management training project for middle and top executives in public corporations and agencies in Uganda.

Job responsibilities include planning of the training programs and courses; assisting in selection and orientation of short-term lecturers; planning, supervising, and assisting in the development of locally relevant teaching materials; and maintaining good relations with Ugandan and British expatriate officials. The training will be conducted at the Institute of Public Administration in Kampala, Uganda.

Would you confidentially advise us as to your relationship and experience with the candidate and of your perceptions of his performance with particular reference to the following:

1. His ability to adapt to new cultures and administrative environments.
2. His ability to make friends with host country nationals and other client agency personnel.
3. His areas of professional competence.
4. His teaching techniques and abilities.
5. His ability to plan, organize, and supervise a management development program.
6. His greatest strengths and weaknesses.

Your candid and confidential response will be greatly appreciated.

Sincerely,

The letter is then mailed to four references given to the Institute by the candidate. The reference inquiry is of utmost importance when the agency relies heavily on the curriculum vita which, as stated before, is written by the applicant to present his best qualities.

An interesting case arose while I was at IPA concerning a reference check on a curriculum vita. This gentleman had a very impressive background, obtaining his education in some of the most prominent universities in England, France, and the United States. In addition to his education qualifications, the candidate had held high level positions in private development corporations in several African countries. As a result of these factors, the Director and I had a luncheon interview with him. The candidate was fluent in expressing his opinions about the methods which should be used while working in developing countries. His answers and comments convinced me that we had found an ideal candidate for either Nigeria, Uganda or Vietnam. I was extremely excited about our interview and encouraged the Director to take immediate action in hiring the applicant. Fortunately, as a result of his years of experience in the selection field, Dr. Cannon was more cautious concerning appropriate procedure. He suggested I check his references in the New York area. Surprisingly, after delving into the candidate's background, it came to our attention that many of the credentials stated in his curriculum vita were of a fraudulent nature. It is disillusioning to find this type of behavior at the professional level, but it impressed upon me the importance of an adequate reference check. I should have

realized that something was amiss because of the brevity of the candidate's resume as compared to the rather lengthy curriculum vitae presented by many of the other candidates. I believe that the course work at The University of Arizona in Personnel Management and Employee-Employer Relations greatly increased my ability to work effectively within the area of selection while at IPA.

Project Proposals for Nigeria

In addition to working in selection, I had the opportunity for exposure to writing of contract proposals for overseas positions, although this is a process that actually involves extensive training. The drafting of the proposal for the Nigerian contract was made in advance of receiving official documents from the Agency of International Development. Therefore, my draft proposal was too short and concise for the requirements of the State Department.

In writing a proposal for an overseas contract certain steps must be followed in order to meet the requirements of the federal government. Initially, the project must be opened to the public for competitive bidding to assure the quality of selection and the elimination of patronization, although patronization can still be present in the selection of the competitive bidders, Previously, the State

Department followed the practice of closed bidding where the AID Department would ask certain agencies to submit a proposal without allowing the public to participate in the bidding process. The Institute had received such closed bidding in contracts for Uganda and Vietnam.

In order to allow the public an opportunity to participate in the bidding, the Department of State advertised in the Commerce Business Daily which adhered to the minimum requirement of the proposal:

DEPARTMENT OF STATE
Aid Financed

Services to fill the following three positions in Nigeria: (1) Professor of Production Management; (2) Lecturer in Quantitative Methods, and (3) Instructor in Accounting. The primary functions of the Contractor will be to recruit the personnel, negotiate salary supplement with persons selected for employment and handle administrative arrangements for salary, travel and other A.I.D. allowances.

This is not a request for proposals. Contractors (no restrictions as to profit and non-profit firms and institutions) are invited to submit letters of interest (six copies) to: Mr. Murray Gray, Contracting Officer, Bureau for Africa, Agency for International Development, Washington, D. C. 20523.

The prospective contractor should indicate its past experience and other qualifications for providing such services and should provide available descriptive literature on the firm or institution. Interested firms and institutions having the necessary qualifications will be sent requests for proposals, which shall include a detailed description of the nature and scope of the required services.

Letters of interest and qualifications must be post-marked not later than 14 calendar days after the date of this publications. Prospective Contractors responding to this notice will be prequalified by

A.I.D. and only those firms or institutions considered best qualified by A.I.D. to provide the services will be requested to submit proposals. (F286)

Department of State, Agency for International Development, Bureau for Africa, Washington, D. C. 20523, Murray Gray, Contracting Officer.¹⁰

This advertisement preceded the next phase of the contract procedure, the Letter of Intent (example follows). This letter expresses the interest and basic qualification an agency possesses in relation to the proposed contract. After the Letter of Intent is submitted, the Department of State, the agency for International Development, reviews it and if the qualifications are adequate, returns a statement to submit a proposal. However, I began writing the proposal before the R.S.P. (Return Suggested Proposal) was forwarded to the Institute. Since I had never written a proposal, my attempt was inadequate for the needs of the Institute. There is a definite art to writing a proposal, and mine lacked the following characteristics:

1. The average proposal is usually between 30 and 40 pages. I have always been taught to write in a succinct manner, saying as much as possible in as few words as possible. The best proposals include all related material

¹⁰ Department of State, "Aid Financed," Commerce Business Daily, Issue No. PSA-5173 (October 15, 1970), p. 19.

T. Shutter

INSTITUTE OF PUBLIC ADMINISTRATION

1250 CONNECTICUT AVE., SUITE 360 • WASHINGTON, D.C. 20036 • (202) 223-1667 CABLE: "INSTADMIN"

LYLE C. FITCH, PRESIDENT

October 20, 1970

Washington, D.C. 20523

Dear

In reference to a notice in the Commerce Business Daily on October 15, 1970, the Institute of Public Administration is interested in providing the necessary services to AID to fill the following three positions in Nigeria:

- 1) professor of production management
- 2) lecturer in quantitative methods
- 3) instructor in accounting

The following components appear to be requisite to a successful completion of the above assignment: (1) experience in fields related to those in demand in Nigeria; (2) experience in recruiting top-level academics in the United States; and (3) previous experience in Africa and particularly in Nigeria.

IPA has special qualifications in each of these categories.

1) Over the past twenty years, the Institute has been engaged in a number of projects overseas designed to assist government agencies and other public institutions in improving aspects of their operations. Their main thrust has been in the very relevant fields of accounting, economic planning, organization and management, personnel administration, budgeting, systems analysis, etc. (see attached list). Thus IPA has experience itself in the precise fields in which recruitment is to be undertaken.

2) Because of IPA's wide involvement in management, budgeting, and related fields, the Institute has recruited specialists in these fields and has wide contacts in academic and professional communities. It has proven its ability to recruit, orient, field, and backstop (both professionally and administratively) teams of experts. In addition, staff members of IPA can be counted on to be aware of the requirements of host country institutions and the cultural milieu in which projects must be carried on.

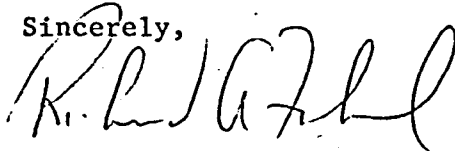
- 2 -

3) IPA brings to the task of recruiting the above personnel its experience with the University of Ife in Nigeria. In this Ford Foundation-funded project, IPA provided technical assistance and personnel to the Institute of Administration at the University. Consequently, IPA has first-hand knowledge of the Nigerian academic environment. It has also experienced the specific problems in academic recruitment for overseas assignments which arise both from the shortcomings in administration and planning in African institutions, and the peculiarities of the American academic community.

Along with specific experience in Nigeria, IPA has an agreement with AID to provide OPEX-type support to the Institute of Public Administration in Uganda.

Thus IPA has both the general background and the specific experience to undertake the recruitment of academic personnel for Nigeria. I appreciate your consideration of IPA for this assignment.

Sincerely,



Enclosure: IPA Brochure

RAF:bk

*cc: E. Crook
P. Browne
T. Shuttler
D. Singer
L. Fitch*

and expansions of this material far beyond the normal explanation.

2. The explanation or requirements should be in detail. For example, in describing the administrative functions of IPA one must detail the entire process instead of just stating that the Institute has handled many previous contracts of this nature. One must assume that the contractor has not had any experience with the procedures of IPA.

3. Research in this type of contract is very difficult for it is not easily accessible in books. Therefore, the writer must be very careful about the factual accuracy of the material he presents to the contractor.

4. The proposal should include past examples of successful proposals relevant to the contract, and ample copies of curriculum vitae of illustrative candidates for Nigerian positions.

5. My basic fault in writing this proposal was lack of information, and being too concise in my writing. (Please see following draft proposal for AID Opex teaching positions.)

Vietnam Proposal Selection

In relation to the selection process, IPA acquired a closed contract, one which did not require competitive bidding, from the Department of State, agency for

International Development, which involved providing a staff to support the National Institute of Administration in Saigon, Vietnam. The selection of candidates involved the following difficulties:

1. The separation of family from the prospective employee while in Vietnam, although the family could be sent to Kuala-Lumpur or Singapore as temporary homes.

2. The problem of working in a war zone, and the anti-war beliefs prevalent in the United States.

3. Vietnamese as a language barrier.

However, the contract included a challenging opportunity to improve the civil service of Vietnam. The National Institute of Administration trains the prospective candidates for the civil service of Vietnam. If one considers the impact an improved civil service would have on the future of the country, it is appropriate to consider this as one of the most influential methods of improving and maintaining a progressive economy and government in Vietnam. The contract entailed the following tasks:

1. The single most important problem facing the National Institute of Administration is improving its instruction and training of potential civil servants in the absence of relevant and qualified teaching materials in the Vietnamese language.

2. Reading materials concerning Public Administration are not available in the vernacular and, therefore,

must be provided solely by the instructor in a lecture situation.

3. Therefore, all material must be memorized, a method utilized during the French Colonial Era. This procedure limits the innovative and thinking process of the student.

4. The curriculum must be updated so that it is relevant to the tasks the civil servant is required to perform once he has graduated and is holding a staff position in a field office. All too often the classroom material is outdated and irrelevant to the problems the new civil servant will face on the job.

5. To provide an on-going staff improvement, or to increase the quality and quantity of the Vietnamese training staff.

To reiterate, the National Institute of Administration has a most significant role to play in the building of a stable government. NIA has the potential of becoming a catalyst in the government for the continuous improvement of management and administrative systems. The National Institute of Administration must change and become a contemporary element of 1971 Vietnam. It was this attitude that Dr. Cannon used in recruiting prospective candidates for a tour of duty in Vietnam. Before leaving, I compiled a short list of available candidates whose age,

Since policy decisions and clinical studies involve medicine, philosophy, or politics, it was essential to remove the project from these areas of endeavor.

2. In many countries approximately ten percent of the population participate in family planning programs. The problem then arises of how to influence the remainder. By improving administrative procedures, a substantially larger number of people would be influenced.

3. In the area of administration the following sections were discussed:

- a. The proper selection of those field workers who promote, maintain, and follow-up on the increase of population control is crucial.
- b. Do the local level workers receive adequate training for their positions? Are these field workers selected on the patronage system or on a competitive quality system?
- c. Many supervisors are reluctant to delegate responsibility and authority to their juniors for fear of losing their own positions.
- d. The problem of administrative red tape involved in population problems among the different ministries causes significant delays in implementation and follow-up in the family planning programs.

- e. There is a paucity of adequate incentives for the local workers and consumers of the family planning programs.
- f. Proper supervision of workers once they have reached their field positions is a dilemma.
- g. Adequate evaluation of the programs to determine actual acceptance of the birth control methods is urgently needed.
- h. The political problem, especially concerning the concept that the United States is attempting to limit population in order to further its own aims, requires attention.
- i. The question of the scale in which to carry out the research project requires consideration of the model country approach or a more widespread attempt to survey the developing world.

Dr. Summerskill was interested in attempting to establish the impact of the Institute of Administration throughout the world on the population problem. He felt that the Institute could be a vehicle for improving the family programs. I compiled a list of Institutes of Administration according to their projected capacity to implement population programs. However, at this juncture I felt that the research should be limited to three countries, one which had been highly successful in population programs (Tawain or Korea), one which had had moderate success

(Thailand or Iran), and one that had been a failure, such as Indonesia or Turkey. I felt that a comparison of these programs and an analysis of the impact of the Institute of Administration, both present and future, would allow for a comprehensive approach to successful family planning. Dr. Summerskill was interested in taking a larger sample of the population programs throughout the world, an effort which in my opinion was too ambitious to obtain the desired results.

Administrative Backstopping

In the capacity of administrative backstopping, I supplied the temporary field staff of Uganda with curriculum material that might be essential in the operation of the Institute of Administration. The Institute recently received a contract through competitive bidding to assist the major consulting firm in reorganizing the Panamanian government. Before my arrival at IPA, Dr. Cannon had completed a list of those candidates fitted to coordinate and advise in this project. The Panamanian government had requested that the personnel supplied by the Institute be of Latin-American descent because, at present, the majority of Latin-American countries resent the influence of Americans in advisory positions. Therefore, Panama was extremely anxious to draw on the wealth of experience accumulated by past Latin-American IPA projects, but insisted that the

personnel be indigenous to Latin America. After receiving the initial bid for the contract, the Director had spent several months in interviewing prospective candidates for the positions. Upon my arrival my first assignment was to compile a complete listing of the candidates to be distributed to specific individuals in Panama, the Latin-American desk in Washington, and selected personnel at the Institute.

CHAPTER IV

CONCLUSION

The primary goal of the Institute of Public Administration is the improvement of public administration through empirical research. Attainment of this objective is facilitated through consultative management in which the President arrives at a decision concerning research proposals after discussion with the senior staff members. Once a decision has been reached, the senior researchers have autonomy in planning, organizing, developing and controlling the research grant. Pure participative management, in which decisions are reached by consensus, is not practiced at IPA; the President is responsible for choosing among alternatives advanced by the senior staff men. Administrative Leadership course work covered the different approaches to decision-making and prepared me to expect the presence of Y-type individuals in this environment.

The climate of the organization attracts Y-types, and hiring practices reflect both preemption and co-optation. Ivy League applicants employ preemption in recognition of their favorable position in employment opportunities, and co-optation is utilized to continue the tradition of Ivy League staff members who have undergone similar educational

and socialization experiences. Consideration might be given to hiring on a wider geographic and environmental base. The cosmopolitan outlook thus achieved would be more consistent with the cosmopolitan functions and operation of the organization. More extensive preliminary selection work would be desirable to reduce dependence on curriculum vitae and co-optation. Reliance on these criteria unnecessarily limits the field from which applicants are chosen. The symbiotic practices of preemption and co-optation were discussed in Dr. Kelso's Public Administration class, where material was presented which indicated that these customs proved to be dysfunctional in the organization.

In the same class, attention was given to status, position, and perquisites. At IPA, positions and status are readily apparent to the casual observer. The size, appointment, and the placement of offices according to floors are determined by junior or senior staff rank. However, this does not disrupt the communication network because the junior and senior staff members are located in spatial confines according to their respective assignments. Appropriate to this design is the situation of the executives' offices on a separate floor.

The clerical and secretarial personnel are decentralized and attached to the individual projects. The

spatiality concept deprives these employees of the informal peer group contact, while offering no substitute rewards. It appears that these lower level positions offer no opportunity for advancement, and that the low quality of the output is a reflection of the resultant lack of interest and motivation. Incentives to improve performance have not been instituted although this would benefit the organization. As Administrative Leadership lecture material pointed out, almost two-thirds of the labor force are X-type people, and it seems unlikely that the decision-making process can be extended down to include all of these persons. In the situational particularities of IPA, accommodation of specialists in a broad span of control may have led to imbalance in human relations consideration of rank and file employees. Suitable rewards and job satisfactions for the clerical and secretarial personnel could be initiated to improve morale; both improvement in the conditions of work and the "halo" effect could increase the quality of output.

During the period of internship, a stabilization versus growth controversy surfaced at IPA. This situation was demonstrated by differences in opinion at the executive level concerning public relations. Stabilization advocates favored a restricted level of operation in order to maintain quality, while those who espoused expansion urged

wider dissemination of information for public relations purposes. The latter group believed that better liaison among local, state and federal agencies could be attained through wider publication of research findings, thus acquainting key officials with the functions of the Institute. When my opinion was sought by an executive, I agreed that IPA could increase its effectiveness through expansion and yet maintain a high level of competency. There were commonalities between this situation and the Dun and Bradstreet Case which Administrative Leadership explored. The predictive quality of the value judgments required was very similar.

Staff members were courteous in asking for my opinions, possibly due to the Director's behavior regarding my internship status. He demonstrated by his actions that I was accepted as an individual with a broad preparation in the concepts of Public Administration who needed in-depth training in the discipline. However, not only did my experiences increase my appreciation of the principles and theories of Public Administration, but it also revealed to me some inadequacies in my formal education. Although Public Administration (P. A. 261) was a good basic introduction to the field, more intensive work in Public Administration theory would have been of value to me, as well as a wider familiarity with the literature.

In addition, it became clear to me that I was insufficiently grounded in the relationship of the organization and its administrative structure to the larger environment of society. My exposure to administrative innovation had not been accompanied by equal presentation of administrative assessment in a larger context. Just as technological innovation has been emphasized at the expense of assessment, so has my administrative theory background erred. I recognized that the stabilization versus growth conflict necessitated a planning system based on an ecological model but trained incapacity at IPA prevented such an approach. Problems of Public Management did not go deeply enough into these matters.

Business and Professional Communication has recently been introduced into the undergraduate curriculum, but there is no corresponding graduate course. Such course work would have been of great service to me, especially if it were given in conjunction with instruction in academic communication at the graduate level.

Since I was selected from a group of qualified applicants desiring to intern at IPA, it was a privilege to be allowed to intern there. It was with reluctance that I declined an offer to return to IPA on a permanent basis. This bridge between theory and practice will be invaluable to me as I pursue my career.

BIBLIOGRAPHY

- Dahlberg, Jane S. The New York Bureau of Municipal Research. New York, New York, 1966.
- Department of State. "A.I.D. Financed," Commerce Business Daily, Issue No. PSA-5173, October 15, 1970, p. 19.
- Institute of Public Administration. Biographical Data Sheet. New York, New York, 1970.
- _____. Letter of Intent. Washington, D. C., 1970.
- _____. Professional Staff. New York, New York, 1970.
- _____. Proposal for Nepal/Agency for International Development. New York, New York, 1969.
- Lawrence, Paul R., and Seiler, John A. Organizational Behavior and Administration. Sixth edition, Homewood, Ill., 1968.
- Lopaz, Felix M. Personnel Interviewing. New York, New York, 1965.
- Maslow, Abraham P. Measurement in the Selection and Development Process. New York, New York, 1962. (Monograph No. 21.)

UNIVERSITY OF ARIZONA LIBRARY

E9791

W7445

P9-7

5396

*Special
Collections*

BINDING BY

**ARIZONA
TRAINING
CENTER FOR THE
HANDICAPPED**

TUCSON, ARIZ.