

A Model Building for Training of Development Administrators*

—Family Planning Program Case—

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1. The purpose of a model curriculum

A new image for public administrator of this era, whatever field they are in, is projected as more performance-oriented, more capable of resource mobilization, more capable of long-range

planning and more sensitive and responsible to the demands of their clients. In different terms, a public administrator is required to be a crusading reformer, a proactive policy formulator, a change agent, an interest broker, a public relations expert, a constructive thinker and/or an opti-

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mistic leader.⁽¹⁾ Training as an impetus instrument could be conducive to building a new image of public administrators.

The general purpose of the model curriculum for training of family planning administrators is not far-reaching so as for public administrators to be as able as mentioned above. Considering the limitation of training effects, it merely aims at providing family planning administrators with a perception of the organizational role and selected contemporary management techniques, and at encouraging them to use it in the practical field, all of which emphasize increasing the productivity of an organization.

Accordingly, the practical purpose of the paper is not only limited to the curriculum construction for a training programme, but it also is extended so that trainees can make use of what they have learned in the course. Thus, an attempt to assess the effectiveness of training is an additional purpose of this study.

Some findings derived from the Comparative Study on the Administration of Family Planning Programme organized by ESCAP in 1973 showed us that organizational resources and characteristics were significant determinants of programme performance. How a family planning organization operates is a key factor to programme productivity. Our view is that the findings deserve to be introduced to programme administrators so that they are aware of the importance of organizational and managerial power for the effectiveness of the programme. The ESCAP report on training of personnel in family planning programmes also asserted that the goal of family planning training is to develop the necessary quality of performance at every level of the programme organization.⁽²⁾

In addition, the Study Advisory Council (SAC) composed of officials from several ministries for the above project could be a valuable channel to carry out training programmes. It is apparent that the SAC members are qualified to organize a training team, inasmuch as they have been acquainted with the organizational problems of the family planning programme through the ESCAP project.

This paper presupposes that family planning administrators are fairly familiar with the programme itself through in and out-country training programmes, but less knowledgeable about organizational dynamics that function for increased programme performance. This paper assumes that the goal of an organization is attained by collective as well as individual efforts coupled with financial inputs. That is, family planning workers are able to gain and sustain acceptors only with the support of the total organization.

Korean family planning training appears to have overlooked this salient aspect of organization and management for increasing programme performance. The training has given emphasis to the rank and file level from its inception up to 1972. After the Prime Minister's notification of the support of the family planning programme, some attention has been given to training of middle management level personnel. Recent statistics (Table 1) show that training programmes have emphasized the training of family planning workers and designated medical doctors.

Certainly, a seminar type training course has been offered to family planning administrators but no administrators prior to 1973 took the basic course. However, training programmes for family planning administrators of the management level have become intensified in 1974 as shown in

(1) Gerald L. Caiden, *The Dynamics of Public Administration* (New York: Holt, Rinehart & Winston, 1971), pp.290-291.

(2) *ESCAP Report of the Working Group on Training of Personnel in Family Planning Programmes*, 1970, p.19.

Table 1. Number of trainees by occupational categories in relation to budget inputs and programme outputs

Year	Occupational categories				Budget b/ (US\$)	New acceptors (1,000)
	Workers	Doctors	Administrators	Others a/		
1969	3,500	70	—	250	74,735	539
1970	470	—	—	1,050	42,795	646
1971	900	200	—	70	95,000	674
1972	800	50	—	250	83,895	695
1973	1,050	110	700	1,000	31,500	(not yet known)

Source: *National Family Planning Programme in Korea*, mimeo by Korean Institute for Family Planning, 1974, p. 14, and research report on *A Comparative Study on the Administration of Family Planning Programme in the ESCAP Region for the Korean National Study*.

a/ College student and volunteers are included in this category.

b/ The amount of the budget is the sum of the national budget, USAID assistance and Population Council grants for Training Programmes.

Table 2. Number of trainees in 1974 by their positions

Position	Number
Chief, general affairs of county	50
Chief, township	280
Director, health centre	196
Chief, women affairs of province and county	200
Chief, new village movement of county	140

Source: IFP, *Internal Training Program* 1974, mimeo.

Table 2.

Nonetheless, it fails to offer trainees a total picture of the programme performance from a systematic point of view, although efforts have been made to strengthen the organizational capacity in order to ensure effective implementation of the programme. In this regard, it is worthwhile to stress a recommendation made by T.I. Kim, et. al., that urges the organization of training for those in positions of leadership in the family planning programme within the context of organizational dynamics.⁽³⁾

The term "family planning administrator" used in this paper refers to local administrators who are involved in the programme with respect to

finance, recruitment, supervision, and so on. Thus, "family planning administrator" encompasses the following positions:

1. Provincial level
 - a. sub-section chief of family planning
 - b. sub-section chief of women affairs
 - c. family planning supervisor
2. County level
 - a. section chief of general affairs
 - b. section chief of new village movement
 - c. sub-section chief of women affairs
3. Township level
 - a. chief
4. Health centre
 - a. director

(3) T. I. Kim, John A. Ross, and G.C. Worth, *The Korean National Family Planning Programme* (New York: The Population Council, 1972, p.122.)

- b. sub-section chief of administrative affairs
- c. senior family planning supervisor

This paper will proceed by introducing a summary of the Korean findings from the organizational study of family planning programmes in chapter II. Based on such empirical findings, a hypothetical model constructed for training of family planning administrators will be discussed in chapter III in order to provide a theoretical background for the model curriculum and to understand the scope of the curriculum in terms of its content and context. In chapter IV, the model curriculum will be discussed in connexion with trainees, trainers, duration and methods. Finally, in chapter V, some suggestions for the implementation of the training programme will be presented in terms of experimentation.

II. Korean findings from an organizational study of family planning programme performance

A Comparative Study on the Administration of Family Planning Programme for the Korean National Study⁽⁴⁾ was conducted in the Republic of Korea in collaboration with ESCAP and WHO from July 1973 to June 1974. It was an attempt to assess the performance of the Korean national family planning programme, identifying some of the organizational determinants of performance, and to demonstrate the utility of research in the effective administration of the family planning programme, making recommendations for administrative changes that could increase programme performance.

As the objective of the research implies, the focus of the study was on both research and action for which it was necessary to organize an advisory group. Thus, the Study Advisory Council (SAC) was established at the outset of

the project to play such roles as reviewing the design giving consideration to the unique situation of the Korean programme, advising the field work activities and helping screen policy recommendations derived from the findings of the research. It was also instrumental in opening lines of communication, especially with local administrators. For these purposes the SAC was composed of government officials from such critical ministries as the Economic Planning Board, Ministry of Health and Social Affairs, Ministry of Home Affairs and Ministry of Government Affairs. Although it was not an easy task to mobilize high ranking officials to get them involved in a research project directed by an academician, they were positive and active towards the project. This may be attributable to ESCAP's consistent support. Indeed, ESCAP's involvement in the project was not merely as an agency to channel funds, but as a strong supporting and consulting agency. For example, ESCAP organized a travelling seminar which gave excellent family planning information to those members who had no previous knowledge of family planning programmes. After the seminar, as members got more acquainted with the programmes, their interest was transformed into strong support for the research project.

With such action-orientation, the study was aimed at developing measures of programme performance that could be effectively used for family planning administration and programme evaluation: (1) by developing measures of family planning programme performance in terms of input/output ratios, (2) by applying methods for quantifying the organizational process that may affect levels of programme productivity, and (3) by investigating the relationships between organizational variables and the level of productivity.

Major findings of the study which are relevant

(4) For details, see Kwang-Woong Kim, "Comparative Study on the Administration of Family Planning Programmes in the ESCAP Region for the Korean National Study: Organizational Determinants of Performance in Family Planning Services," June 1974 (typescript).

to the training programme are as follows:

1. Changes in resource allocations (financial) over time were highly correlated with productivity ratio changes ($r=.87$).
2. Patterns of utilization of personnel resources over time had high correlations with productivity change ($r=.81$).
3. Environmental measures, such as male literacy, had some correlation with the productivity measure ($r=.32$). Curiously enough, however, workers' density also had a high correlation with the productivity measure, but it was negative ($r=-.39$).
4. The number of professional staff such as medical doctors and nurses/midwives to be greater in high productivity clinics and their turn-over ratio was relatively low.
5. Organizational resource variables such as workers' parity, effective contraceptive supplies, contact and support with high ranking officials, and attitudes towards acceptors, work groups, family planning and job had high correlations with productivity.
6. High scores on organizational characteristics such as leadership, communication and goal setting were strongly associated with clinic productivity. In other words, more consultative or participative health clinics generated greater performance. Health clinics

with lower levels of productivity tended to be characterized as benevolent-authoritative on the organizational characteristics scale.

7. As can be seen in Table 3, urban and rural clinics had some distinctive characteristics in terms of personnel resources and organizational profiles. For example, workers' general backgrounds had some correlation with the productivity measure in urban clinics, while communication capacity and logistical support were highly correlated with productivity in rural clinics. Contact and support measures and workers' attitudes measures, in general, were highly associated with productivity both in urban and rural clinics.
8. As shown in Table 4, according to workers' perception in urban clinics communication and decision-making were the most significant variables in contributing to the level of productivity, whereas in rural clinics performance goals and training was the most significant variable. According to the supervisors, however, in urban clinics performance goals and training and leadership variables contributed more to explaining the level of productivity, while in rural clinics decision-making was the significant variable in explaining productivity.

Table 3. Correlation coefficients between the productivity variable and the 32 selected variables in comparison with urban and rural clinics

Variable	Correlation	Coefficients
	Urban	Rural
Health assistant	-.19	-.39
Age over 30	-.05	.33
Married	.21	.03
Male children, 0 or 1	.56	.05
Total children, 0 or 1	.80	-.11
Ever practised family planning	-.09	.40
Method ever used	.30	-.07
Buddhist religion	.42	-.37

School	-.27	.01
Never trained	-.03	-.38
Proportion of same religion	.12	-.27
How well know people	-.32	.09
Working period in health centre	-.13	-.28
Working period in family planning	-.10	-.34
Contraceptive supplies shortage	.28	.37
Waiting space	-.03	-.15
Transportation equipment, shortage	.47	.02
Salaries shortage	-.47	-.45
Travel allowance shortage	.01	.28
Bonus shortage	-.38	-.40
Contraceptive supplies delay	.31	.38
Salaries delay	-.42	-.48
Travel allowance delay	.13	.23
Bonus delay	-.37	-.41
Contact with related agencies	.50	.61
Support by higher ranking officials	.51	.58
Extra work farmer's busy season	.26	-.27
Extra work farmer's slack season	.35	-.29
Attitudes towards acceptors	.31	.37
Attitudes towards work group	.42	.44
Attitudes towards FP programme	.43	.47
Attitudes towards job	.41	.38

Table 4. Multiple correlation and regression analysis for total health centres(N=36)

Independent	Estimated coefficient		Standard error		T statistics	
	Workers	Supervisors	Workers	Supervisors	Workers	Supervisors
constant	-10.29	-152.98	203.94	187.84	-.50	-.81
L	-23.79	10.86	10.75	13.50	-2.21	.80
M	-24.81	8.26	12.29	15.46	-2.01	.53
C	54.30	-8.36	13.82	13.84	3.92	-.60
D	20.24	13.91	9.92	10.69	2.04	1.30
G	7.71	7.22	11.86	9.91	.65	.72
P	-16.56	-1.49	8.96	8.85	-1.84	-.16

Workers: $R^2=.48$

Where L: leadership process
C: communication
G: goal setting

Supervisors: $R^2=.17$

M: motivational forces
D: decision-making process
P: performance goals and training

III. Hypothetical model of training for family planning administrators

R.G. Havelock and M.C. Havelock discuss the

goals of training for change agents in four dimensions; breadth of goals, life history relevance, psychological wholeness and transferability. They

contend that training itself is a means to a more

immediate end, namely creating a cadre of professionals with a new set of skills.⁽⁵⁾ As to the breadth of goals, in general, training can be made only for specific skills or areas allowing the trainee to fit them into his life and work; training should make it possible to build new roles which include not only sets of skills but the necessary trappings of status, identity and social support; training should be remaking total organizations, training members in families, and reshaping the structure and institutional arrangements so that they are truly self-running systems.⁽⁶⁾ In a similar fashion, the breadth of training goals would be to build refined roles with the assistance of sets of skills as well as organizational adaptation attained by training.

In principle, the training of individual skills or persons is futile without changing at the same time the total organizational context in which they exist. Hence, people should be brought to training in organizational "families," doctor-nurse-administrators, for example. Accordingly, many of the advocates of these approaches feel that specific skill training without total system training is meaningless and practically worthless. Such advocacy is based on the fact that old and new skills individually trained are incompatible and that old role demands from peers in the back-home setting are in conflict with the practice of the new behaviour.⁽⁷⁾

Consequently, the training programme is to be designed for the programme administrator who is in the sub-family of the organization. If new management skills and refined roles are being accepted and incorporated with institutional support and arrangements in the back-home incorpo-

rated with institutional support and arrangements in the back-home situation, it would be a good indication of the degree of success of the training programme.

Three points (along the life-history dimension) should be considered in formulating training goals. One goal might be to provide entirely new attitudes, knowledge or skills, which are largely unique and original to trainees. A second goal orientation might be to provide reinforcement or additional support, to a greater or lesser extent, for attitudes, knowledge and skills already possessed by the trainee. A third one might be to eradicate or redirect already existing attitudes, knowledge or skills which are deemed to be interfering with development.⁽⁸⁾

The life-history dimension recognizes that the content and intensity of attitudes, knowledge and skills that family planning administrators possess are different in accordance with their ranks. They have been familiar, to some extent, with organization life and less with rational and democratic behaviour. Hence, the necessity of training is warranted because training in leadership and motivation is likely to focus on reinforcement and redirection, and decision-making skills should be newly oriented by getting rid of their old inhibiting behaviour.

To reiterate, training for family planning administrators in this dimension cannot be uniformly determined but is to be considered according to the characteristics of training purposes. Reinforcement orientation for doing right things and redirection orientation for doing wrong things ought to be emphasized, if we make training scope and effects immediate in a short term goal. However, these approaches are less practical

(5) Ronald G. Havelock and Mary C. Havelock, *Training for Change Agents* (Ann Arbor, Mich.: Institute for Social Research, 1973), p. 39.

(6) *I. id.*, p. 39.

(7) *I. id.*, pp.42-43.

(8) *I. id.*, pp. 43-45.

owing to difficulties of diagnosing individual trainees' problems prior to training.

Without a common agreement or an empirical base for affirming the validity of these three psychological components attitude, knowledge and skill have been a main target for training and learning.⁽⁹⁾ It has been widely understood that what people do is more important as an outcome of training than what they say or what they feel. Cognitive training in particular has come into disfavour unless it can be translated into behaviour in work settings. However, both cognitive and behaviour dimensions, in conjunction with the affective dimension, should be weighted as of equal importance. The trainee should adopt new behavioural skills which ought to be articulated in words to convey why these behaviours are important. Without such knowledge, he will not be able to integrate the new skills into his daily life, or to defend the rationale of his new behaviour.

What is important in training is to help the trainee become positive about what he has learned in order to sustain it in his work setting. Then, if he is successful in diffusing such knowledge, attitude and skills, the objective of training is well attained.

A short term training programme for family planning administrators may not have a great impact on attitude change. Although reinforcement or redirection are emphasized in the process of training, the transformation of the affective dimension as well as the cognitive and behaviour dimensions may not easily come into being. This is a sort of limitation of training in comparison with education in the longterm perspective. Nevertheless, if positive and democratic attitude change, new cognitive knowledge and valuable behaviour skill of family planning administrators generate a higher productivity, it would be useful

to provide training programmes to facilitate the development of such attributes. It is necessary that the training programme exposes family planning administrators to a new perspective of leadership, a way of motivation, a relevant decision-making technique, a way of optimum target setting and a way of efficient contact and support. These should not be limited to the psychological dimension alone but should be related to all three levels.

In ending these dimensions on the goals and effects of training, we cannot avoid mentioning the diffusion of training. We expect that after training, skills taught to one trainee would be diffused to the trainee's home environment and eventually to the society as a whole. Likewise, training activities would be expected to transfer not simply to the trainee himself but to his work setting as well.

However, difficulty in the measurement of effects and resource curtailment may not allow us to see how far training effects go. In other words, it is impractical to expect training effects to last forever. Our family planning administrator training is not expected to transfer the effect to the degree that a society as a whole can be influenced. It is rather humble, practical and pragmatic. In any event, every goal will not be appropriate for all trainees in all situations. The important is to consider where we are and what we went from the training programme in making our choice of training goals.

The study is warranted in view of the assumptions the family planning administrator is a little bit away from being a good process helper, a competent knowledge deliverer or an able resource utilizer. As task elite, administrators are supposed to be supportive of family planning workers in carrying out the programme effectively. In other words, they are supposed to build

(9) *Ibid.*, p. 45-46

up such organizational climates as to enhance the total capacity of the organization. Process helpers, knowledge deliverers, and resource mobilizers in a narrow term, or development administrators, change agents, or entrepreneurs in a broader sense, are those who induce new blood into an organization.

This situation is not exceptional to the case of family planning programme administration. The process helper can provide valuable assistance in helping the constituents diagnose problems, select or create solutions and evaluate solutions to determine if they are satisfying his needs. Accordingly, a process helper functions so as to lubricate a conveyor system.

A productive organization requires the introduction and utilization of new knowledge and skills. Urgently needed is knowledge of solutions, knowledge and skills in diagnosing problems, formulating and adopting solutions and expertise on the process of management for the operation of an organization. In a similar fashion, effective problem-solving requires the bringing together of needs and resources. "Resources" can be of many kinds: financial resources, personnel resources in terms of time, energy, and motivation to help. A very special role is that of the utilizer, i.e., the person who uncovers hidden resources, who helps constituents find and make the best use of resources inside and outside of their own system.

The three types of changed trainee mentioned above are not necessarily mutually exclusive. A training programme could be aimed at combining these three attributes.

What should not be overlooked in designing a training programme is to indicate what resources are available for carrying out the training. Such resources would include relevant research and development literature and materials and a pool of potential trainers with adequate skills, understanding and appreciation of the needs. For our case, most resources to be utilized in the training

programme are available, except literature and materials.

A training programme for family planning administrators with a curriculum of organizational resources and characteristics would enable administrators to be better process helpers, knowledge deliverers, and/or resource utilizers by acquiring a positive attitude, knowledge and sophisticated skills at the end of the training session. Then, what kind of detailed training programme would be appropriate to meet these objectives? Needless to say, the necessity of this training programme exists to orient family planning administrators in the collective organizational context based on the findings from The Comparative Administration Study. Therefore, what we found in terms of organizational resources and characteristics is very relevant when composing a training programme and may be used as the core of the model curriculum.

As introduced in chapter II, the study put its focus on the impact of organizational resources and characteristics in explaining the level of productivity of health centres. Of many findings, significant factors could be rearranged for training input as follows:

- a. Human factor
 - i. leadership process
 - ii. motivation forces
- b. Interactional factor
 - i. communication process
 - ii. contact and support
- c. Technical factor
 - i. logistical support
- d. Institutional factor
 - i. decision-making process
 - ii. goal setting

If the above four major factors can be used as input for the training programme, an input-output mechanism for the training model as a system paradigm is likely to be formulated. Of course, these four simplified dimensions are neither ex-

clusive nor exhaustive. Their intertwined influences may manifest a function of organization.

The human factor, represented as leadership and motivation components, is to be highlighted in the training. To what extent a leader of an organization has trust and confidence in subordinates in a salient variable conducive to the cohesion of a group. In addition, if a leader is open-minded enough to listen to problems and be supportive of his subordinates, the organization will be more productive and effective. In the same vein, it is also important to know how constituents are satisfied with the job and what is the organizational climate which induces higher organizational performance. Those who are well-trained in this respect may be more co-operative and more favoured throughout the organization. Thus, the training programme should be organized to motivate participants towards this.

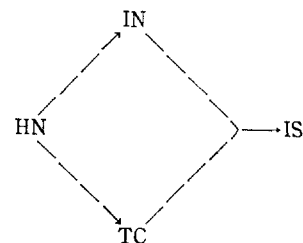
The interactional factor composed of communication process and contact and support variables is another instrument to be stressed in the training. Adequacy, accuracy, style, direction and frequency of communication between members of an organization accelerate the flows of information within an organization. Group communication rather than individual and upward communication rather than downward are more effective for goal attainment. As another interactional factor, contact and support are also important components to be emphasized. These components, in fact, are organizational resources. As discovered in the study, frequent contact with personnel related to family planning and strong support from high ranking officials are core elements in contributing to a high level of programme productivity. Therefore, inter-institutional contact and support incorporated with intra-institutional contact and support ought to be greatly emphasized in training.

The technical factor encompasses logistical support. As viewed as one of organizational resources, logistical support refers to salary and

incentive fee payment, equipment, materials and other resources related to clinic services. Since we found that the logistical support was crucial especially in rural clinics, it has to be emphasized. Therefore, family planning administrators ought to perceive its importance and devise methods of efficiently providing logistical support for family planning workers.

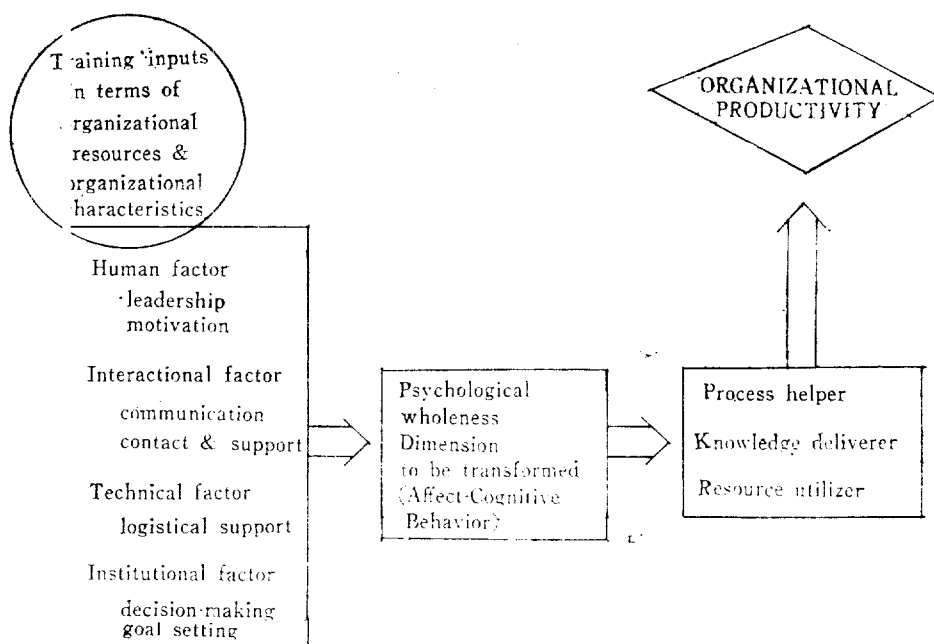
Finally, the decision-making and goal setting processes are categorized as institutional factors. It is asserted that a decision must be made with wider participation throughout the organization, and with a sensible awareness of problems by decision-makers in the organization. Simultaneously, goal setting, as an output of decision-making, is also to be made in a participative climate with reliable data being collected and reported by the service delivery unit.

The four factors briefly discussed above are interrelated with one another. If we are to set an order for these factors, the human factor would be an initial one from which to generate the institutional factor by utilizing instrumental values, such as interaction and technical factors. So we presume that the institutional factor is deemed as a terminal value to shift an organization from system 1, "exploitive-authoritative" to system 4, "participative" in R. Likert's term. Accordingly, our hypothetical causal connexion between factors would be as follows:



Where : HN is human factor
 IN is international factor
 TC is technical factor
 IS is institutional factor

Figure 1. Training input and output functions in view of organizational dynamics



The above chart simplifies the descriptions discussed in this chapter.

IV. Model Curriculum

From the preceding discussion, it is obvious that the model curriculum should be constructed in the framework of the input-output functions of a training programme. The model curriculum should, therefore, be formulated by incorporating input factors which were derived from the findings of the ESCAP research. Thus, the content of model curriculum in conjunction with training methods, materials and other related elements are presented below.

Some elements related to the model curriculum will be discussed with respect to *trainee*, *trainer*, *duration of training*, and *content of model curriculum* and *training method*.

1 Trainee

In principle, a trainee's attributes such as

background, traits, characteristics, attitudes and values, knowledge and skills have to be taken into consideration when setting up the criteria for selection of trainees. If these elements are not being considered, trainees may be dissatisfied with the training programme owing either to too high or too low a level of requirements set by the programme.

Therefore, some selection criteria for trainees have to be developed. To illustrate, the trainee should be at least potentially committed and dedicated to the members of his peer group and to the client whom he will eventually be serving;⁽¹⁰⁾ the trainee should have interest in continuing their professional growth and be willing to assume a new role which will be useful for the manipulation of a programme within the organization; the trainee should have an understanding of what constitutes human values and needs and of the scientific values and methods behind them;

(10) Everett M. Rogers and F. Floyd Shoemaker, *Communication of Innovations* (New York: The Free Press, 1971).

the trainee should be capable of working and communicating with other people.

In practice, however, the above criteria for selection may be too ideal to be applied. As already mentioned in chapter I, the candidates of this training programme are confined to those listed below, who are directly and indirectly involved in family planning ranging from local officials at the provincial level to those at the township and health centre levels. In other words, the selection criteria should be flexible.

The list of candidates is:

1. Sub-section chief of family planning in provincial government.
2. Sub-section chief of woman affairs in provincial government.
3. Family planning supervisor in provincial government.
4. Section chief of general affairs in county office.
5. Section chief of new village movement in county office.
6. Sub-section chief of women affairs in county office.
7. Chief of township.
8. Director of health centre.
9. Sub-section chief of administrative affairs in health centre, and
10. Senior family planning supervisor of health centre.

2. Trainer

The trainer undoubtedly needs to be qualified to project a new role perception, by delivering new knowledge and skills in order to manage and operate systems from a management science perspective. The trainer is also to be a process helper, a knowledge deliverer and a resource mobilizer so that trainees can be inspired to be as such. Therefore, the trainer is congruent with leader, motivator, initiator or advocator who stimulates desired attitudes, knowledge and skills to trainees in the programme. Although no simple

personal or mechanical attributes can make an effective trainer, he ought to be polite, confident, and to have a matured personality as well as a highly sophisticated training technique. He should be motivated to develop organizational and management capability with his rich educational background and experience.

It is desirable that the trainer has a background in Psychology, Educational Psychology or Public Administration in terms of knowledge or experience with an orientation to the family planning programme. At the most basic level, however, he is required to have knowledge and experience about development administration with problem solving techniques. But we do not expect to have an ideal man who can cover all the trainer's requirements. It is quite sufficient if we have a small team of trainers to carry out partial roles in a systematic and integrated manner.

Fortunately, the ESCAP Administration Study in the Republic of Korea has enabled us to organize the Study Advisory Council, whose members are eligible to assume such a task. They were from various departments of the government, who had attained sufficient knowledge in the management of the family planning programme. They have been responsible for putting the results of the research into practice in terms of programme formulation and implementation.

They are experts in various aspects of family planning: in population planning in relation to budget, in organization and management, and in evaluation of family planning. In addition, if the training team is supplemented by some experts who have been engaged in training programmes for higher government officials, the team may become the best composition for a training programme. So our SAC training team can be supported by those who are in the KIFP training section, in the Training Center for Local Administration or in the Advanced Center for Administrative Development attached to the Graduate

School of Public Administration of Seoul National University.

3. Duration

The model curriculum is designed to be implemented for approximately 20 hours in each of 4 consecutive weekends. The time estimated may increase for full sessions. In any event, the training programme requires at least one full month. After certain period of time, say four or five months, it is necessary to see the effects of the training.

Consequently, at least a total of two months are needed for the implementation of the training programme itself. A preparation and post-evaluation period are also required for the programme. A proposed itinerary will be suggested in the last chapter.

It is useful to refer to the KIFP training programme offered to various positions of local administrators since it applies somewhat different time schedules and methods as shown in Table 5.

Table 5. KIFP training schedule and methods for family planning administrators

Positions of trainee	Duration	Methods
Provincial staff and supervisor	7 hrs.	Seminar & audiovisual aids
Health Centre director	16 hrs.	Seminar & audiovisual aids
Chief of general affairs of county	16 hrs.	Seminar & audiovisual aids
Chief of new community movement of county	16 hrs.	Seminar & audiovisual aids
Chief of township	16 hrs.	Seminar & audiovisual aids
Chief of women's affairs of province and county	16 hrs.	Seminar & audiovisual aids
Administrators in health centre (basic course for sub-section chief level)	35 hrs.	Lecture, discussion & presentation

Source: KIFP, *Research and Evaluation*, (Mimeo), p. 27.

4. Curriculum and training methods

The training programme for family planning administrators conducted by the Korean Institute for Family Planning has a limited scope in terms of the number of trainees and of the content of the training curriculum. The course is broadly classified into two categories: one is for middle management level of local administration units and the other is for family planning administrators in general. Training for the former group is done by the seminar method, whereas for the latter group lecture, discussion and presentation methods are used.

Owing to limited time, the seminar method used for the management level is neither sufficient to convey an adequate knowledge of family planning, nor to rectify any misperceptions of the programme. An attempt has been made merely to

motivate and perceive the importance of the programme, to evaluate the previous training effects and to support and provide a favourable condition for the staff to work. The KIFP seminar has attempted to cover the following topics:

- (1) Population problems and the status of the national family planning programme.
- (2) Planning, budgeting and co-ordination of the family planning programme with MCH services at the central level.
- (3) Review of the implementation plan, supervisory system and its function at various administrative levels.

The course seems concentrated on general management and operation of the programme, yet fails to give detailed management techniques for supervising personnel within organizations. It does not give emphasis on organizational dynam-

mics. This is understandable, because the family planning training institution is not expected to take such a responsibility. Instead, other training centres for senior civil servants probably may be better prepared to provide management knowledge and techniques to trainees.

On the other hand, family planning administrators at the sub-section chief level are offered detailed and practical subjects in their basic training course. They are trained in such topics as:⁽¹¹⁾

- (1) Outline of family planning
- (2) Korean family planning programme in general
- (3) New village movement and family planning
- (4) Population growth and fertility in the rural area
- (5) Economic growth and family planning
- (6) Study of Anatomy and Physiology
- (7) Contraceptive methods
- (8) Community health services
- (9) Planning of field activities
- (10) Evaluation of family planning, and
- (11) Field observation

It is worthwhile here to briefly review the seminar for administrators and supervisors of family planning programmes administered by Tulane School of Public Health and Tropical Medicine.⁽¹²⁾ This a 36-hour course which is completed in one week, utilizing an on-going service programme as a learning laboratory. A part of the seminar places emphasis on organization and management of support systems in which information is provided on:⁽¹³⁾

- (1) Essential middle management skills such as goal-setting, leadership styles and ability, problem solving and decision-making, com-

munication in management, analysing performance variables, utilizing time effectively, handling grievances and the art of disciplining.

- (2) How effective utilization of these skills might affect the efficiency of the delivery of family planning services.

The general outline of this course is similar to the attempt of role clarification as discussed in this paper.⁽¹⁴⁾

- (1) Task analysis technology
- (2) Manpower development and utilization
- (3) Task analysis data
- (4) Applications of task analysis data
- (5) Job design principles
- (6) Programme evaluation review technique and
- (7) Task duties

The difference in the two types of training for family planning administrators discussed above (KIFP and Tulane) is not only a matter of sophistication of training method. The quality and context of the two training programmes are on entirely different dimensions. The KIFP training programme is still aiming at dissemination of knowledge and information of family planning and related sub-fields by interdisciplinary approaches. It seems that they set training goals to link family planning with economic growth or community development of the macro-level. However, it has not escaped from the conventional approach of simply presenting the importance of the programme to the administrators. It does not give them any advanced management skills and techniques with which to administer the programme from the perspective of organizational dynamics. The Tulane seminar, in contrast, seems to train family planning administrators by emphasizing

(11) KIFP, *FY 74 Plans for Training*, 1974, pp. 17, 23-29, and 53.

(12) Enrica Singleton and et. al., *Seminars in Family Planning*, June 1972, Tulane School of Public Health and Tropical Medicine.

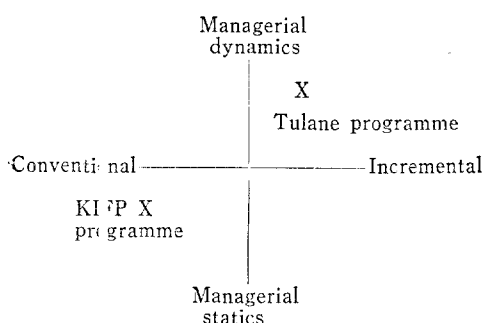
(13) *Ibid.*, p. 4.

(14) *Ibid.*, p. 18.

task analysis and job design in the same way the job descriptions and career structure were emphasized by G.J. Specter.⁽¹⁵⁾

We cannot generalize from the two programmes alone but they can serve as a pattern for a model training programme. In a word, our curriculum ought to be similar to be Tulane type of training. The following paradigm is suggested as a hypothetical illustration used to locate these training programmes geometrically.

Figure 2 Hypothetical location of pattern characteristics of training programmes



We dichotomize *approaches* to training for family planning administrators into two dimensions, conventional and incremental on the X axis, whereas we categorize the *managerial characteristics* of the training programme into two dimensions, dynamics and statics, on the Y axis. The conventional approach to training is, needless to say, a way of tackling and analysing problems conceptually and descriptively. It is parochial in coming to grips with problems and does not assail every element in a system. It is broad and sometimes ambiguous. In contrast, the incremental approach is a rational and comprehensive way by which training pursues problem-solving

devices technically and pragmatically. It is also a synthetic and systematic point of view in which a training programme can uncover transactional relationships between the elements of a system. Certainly, the term does not exactly connote the same meaning as C.E. Lindblom and A. Wildavsky use in their decision-making model.⁽¹⁶⁾ However, since we are dealing with a training programme for administrators, it becomes useful to examine managerial conditions for this programme. Although it may be a premature observation, most administrator's training programmes have been based on organization and management viewed from a static rather than from a dynamic state. They have not treated substantially organizational dynamics which are critically related to the productivity of an organization. They certainly examine problems of organization and management in a distinctive way following the principles of POSDCORB rather than dealing with them in interrelational and interactional terms. They tend to fail to recognize scientific management as a promising academic as well as pragmatic trend.

Accordingly, it is necessary that any training programme for administrators has to be designed to deal with problems that ought to be solved from the incremental and managerial dynamics perspectives. No solution can be generated in *staccato*, nor can it be done without investigating flows of organizational resources. These simple arguments suggest what we have to take into account when constructing a model curriculum for administrator's training.

What should not be overlooked is that the location of the illustrative training programme in

(15) *Professional Education in Family Planning Programme Administration* (Pittsburgh: The Population Division, Graduate School of Public Health, University of Pittsburgh 1970). p.52.

(16) Charles B. Lindblom, *The Intelligence of Democracy: Decision Making through Mutual Adjustment* (New York: The Free Press, 1965), pp. 144-148, & Aaron Wildavsky, "The Political Economy of Efficiency: Cost-Benefit Analysis, System Analysis, and Programme Budgeting," *Public Administration Review*, vol. 26, No. 4 (Dec. 1966), pp.292-310.

Figure 2 is quite arbitrary and not conclusive. What we contend is that we have to move towards the combined dimension of "incremental" and "managerial dynamics."

Then, what would be the model curriculum for training of family planning administrators in Korea? The foregoing discussions imply that the content of any model curriculum ought to be considered within such an analytical framework with accent on organizational resources and characteristics which are related to the productivity of an organization. There is, however, a dilemma concerning the problems between the programme itself and its organization and management with respect to training inputs. More concretely, local administrators used to be trained in general administration and management at the Training Center for Local Administration and also were trained in family planning at KIFP. Then, what are the characteristics of our training programme which are different from those of the existing programmes? CLA has its programme emphasis on local administration in general with little focus on local programmes. The new village movement programme is exceptional, of course. On the other hand, KIFP deals only with a specific programme, family planning. What does such a state of affairs imply? Ideally, local administrators who take both training courses are urged to synthesize their knowledge and skills of the family planning and those of organization theory. Some may do and some may not. Our assumption is more or less negative to this expectation. Also, if our training programme superficially combines two functions, it does not meet any of the needs, or it may be redundant. Therefore, our new training programme should be innovative and sophisticated enough to make trainees perceive the necessities of programme implementation in conjunction with organizational support by emphasizing relevant role perceptions, and by instituting problem solving attitude. Simultaneously, training methods

should also be relevant and efficient.

As will be seen in the summary table of the curriculum outline, the model curriculum is organized in accordance with goals, assumptions and principles developed in the foregoing discussions and is illustrated by content, materials, methods, time estimate, faculty, staffing and supporting institutes.

The contents of the curriculum are set up with empirical findings from the research which are deemed significant for training inputs. In addition, over-all population problems in terms of the conflict between manpower development and economic growth are included in the course; role perception within organization is also constituted, because training will be futile effort unless the trainee is aware of his new role in organization dynamics. These descriptions of the course outline are still too undeveloped to convey the contents of the curriculum. These should be more elaborated on in the pre-training phase.

Materials for the training course, which are closely related to teaching methods will be prepared by the instructors. The Korean digest of the Administration Study will be used as one of the source materials. In particular, for discussion on leadership, motivation and communication it is recommended to use a case written relating the three components to organizational productivity. Case discussion together with role playing has turned out quite successfully where they have been used in training programmes for higher ranking officials in the short-term course offered by the Advanced Center for Administrative Development, Graduate School of Public Administration, Seoul National University.

As to the training method, mixed methods of lecture, seminar, syndicate, case study, role playing and so on will be applied to the course. Comprehensive teaching methods introduced by Jeff Tsai will also be considered with deference to the training conditions, considering his asser-

tion that different teaching methods should be chosen in accordance with training needs: attitudinal change, information giving, and techniques acquisition.⁽¹⁷⁾ In any event, even though we have good and relevant teaching methods, they may

be less effective if we fail to use the combined method, qualified instructors, affluent materials, careful preparation of attendants, size of group, and so on as C.A. Orr has succinctly warned⁽¹⁸⁾

CURRICULUM OUTLINE

Content (Descriptions)	Materials	Methods	Time estimate	Facility	Staffing	Supporting Institutes
Introduction to organizational study	Abstract of Comparative Administration Study (Booklet)	Lecture	2 hrs.	Training room	Instructor: someone knowledgeable of the Study	GSPA
Case discussion on leadership, motivation & communication	Case written on organizational behaviour	Syndicate role play seminar	4 hrs.	Training room & seminar rooms	3 instructors: persons with expertise in organizational behaviour	GSPA
Inter-institutional dynamics in contact & support	Handout: Lecture outline prepared by instructor	Lecture & question & answer period	2 hrs.	Training room	2 instructors: someone knowledgeable and experienced of local administration context in terms of the programme	MOHA MOHSA
Technical support with regard to logistical support	Handout: Lecture outline prepared by instructor	Lecture & discussion	2 hrs.	Training room	Instructor: expert in family planning programme, policy & management	
Goal setting mechanism	Handout: Lecture outline prepared by instructor	Lecture & discussion	2 hrs.	Training room	Instructor: person knowledgeable in organizational goal performance & family planning target setting	MOHSA MOGA
Decision making in connection with management science	Handout: Lecture outline on modern management science summarized by instructor & films describing management (PERT tech)	Lecture & question & answer period	3 hrs.	Training room	Instructor: someone knowledgeable in management science & system theory	GSPA
Population policy matrix in the context of economic growth	Handout: lecture outline with statistics on economic & social development prepared by instructor	Lecture & question & answer period	1 hr. & 30 min.	Training room	Instructor: those who are knowledgeable of economic growth in connection with population policy	EPB
Role perception	Case	Seminar	1hr. & 30 min.	Training room	Instructor: expert in psychology or educational psychology	KIRBS & GSPA
Suggestions on implementation		Seminar	2 hrs.	Training room	All instructors in participation	

(17) Jeff Tsai "Training in Family Planning Methodological Review," prepared for Working Group on Training of Personnel in Family Planning Programmes organized by ESCAP on 27 July-7 August 1970 in Bangkok, pp.6-18.

(18) C.A. Orr, "Training Workers as Teachers and Motivators of Family Planning," *Methods and Techniques*, Labour Education 22:35-40/Dec. 1970, p. 37.

V. Suggestions for implementation and experimentation of training programme

Thus far we have discussed a model curriculum of training for family planning administrators based on findings from an empirical research project on organizational resources and characteristics. At the same time, a hypothetical model for training was constructed to ensure the validity and usefulness of this training programme.

It is expected that this kind of applied research would be useful to the extent that a model curriculum can be worked out. As mentioned in chapter 1, one practical purpose of model construction is to apply it to the real world through experimentation. Therefore, it is strongly recommended that this model be used on a trial basis in one or two provinces where the research was conducted.

In so doing, an implementation layout could be suggested as follows:

1. Area: Personnel from high, middle and low health clinics in rural areas, based on productivity measures, are selected as well as concerned officials of provincial government in one province.
2. Period: Every weekend in June is the most proper time to offer the training course to local government officials out of consideration of climate, family planning activities, and so on. For this a work schedule may be suggested as follows:

i. January-

February Preparatory phase

...develop training team

...contact for co-operation and co-ordination

ii. March- Pre-training phase

May: ...select training area

...prepare background materials

...decide on contents of courses

iii. June: ...Training phase

iv. July- Post-training phase (I)

August: ...intermediate evaluation

v. September: Post-training phase (II)

...field experimentation to see the effects of training by observing organizational behaviour and productivity

vi. October-

December: Post-training phase (III)

...evaluation at the end of training

...analysis, interpretation and report writing on the training experiment

3. Trainees: As shown in the previous chapter

4. Group organization:

Trainees are homogeneous in a sense.

However, what is to be kept in mind is that they are differently ranked in hierarchy. This may cause maladjustment to training circumstances. Therefore, it should be considered whether to divide the groups into two: province and county level, and township and health clinic level.

Finally, although the present paper is unable to suggest evaluation procedures to assess the effect of the training programme, it is an essential part of any training programme. The training evaluation should be given proper consideration in order to ensure the success of training on a continuous basis.

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