SENIOR MANAGEMENT TRAINING PROGRAM
FOR PUBLIC MANAGERS IN PUERTO RICO:
A FIRST STEP

by

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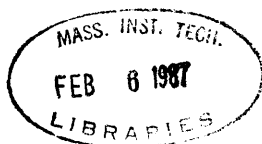
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Carla Joan Alonso-Vélez

Submitted to the Department of Urban Studies and Planning
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requirements for the Degree of Master of City Planning.

ABSTRACT

In 1985 the Commonwealth of Puerto Rico commissioned
Harvard University's John F. Kennedy School of Government to
design a training program for senior managers in the public
sector. The purpose of this study is to evaluate the
political and institutional constraints that would affect both
the implementation and the impact of that program.

A review of the literature on management training reveals
the serious limitations that any training program faces when
it is not appropriately supported by other simultaneous
organizational efforts. As an institution, the Commonwealth
is severely limited in its ability to provide the necessary
organizational support in a consistent and coordinated
fashion. In particular, the university-based program
sponsored by the Harvard study could encounter serious
obstacles in securing appropriate organizational support from
the large number of agencies that comprise the Commonwealth.

In spite of these constraints, I conclude that the
Commonwealth should proceed with the implementation of the
training program. Nevertheless, I recommend that in order to
overcome some of the problems which arise from the lack of
organizational support to the training program, changes must
be made in both the content and scope of the training project.

Thesis Supervisor: Dr. Edwin Meléndez
Title: Assistant Professor

for HILDA T. ALONSO,
my mother

because she'll always understand the
silence of my words.

ACKNOWLEDGEMENTS

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PREFACE

On October 1986, Harvard University presented to the Commonwealth of Puerto Rico the final recommendations on the content and institutionalization of a training program addressed to senior managers working in the Commonwealth of Puerto Rico.

The Harvard study was comprised of the following stages: a) conducting an assessment of training needs among senior managers working in the Commonwealth, b) designing a program to meet these training needs, and c) examining the potential resources of Puerto Rico for the administration of the program. The project staff of the Harvard study was comprised of Professors Marty Linsky, Arnold Howitt and Jeffrey Prottas and researcher Carla J. Alonso-Velez. The final report was co-authored by the members of the Project Staff.

The present study goes a step further and deals with the implementation of the Harvard recommendations, in particular the institutional and political constraints that may hamper the effectiveness and implementation of the training program. Although the present study uses Harvard's recommendations as a basis for the discussion, it is totally independent from Harvard's initial study. Furthermore, the discussion throughout the current study is the author's analysis and does not necessarily reflect the views of other members of the Project Staff. The author assumes total responsibility for the final recommendations included in the present study.

The thesis committee was comprised of;

Marty Linsky, John F. Kennedy School of Government, Harvard
            University
Edwin Melendez, Department of Urban Studies and
            Planning, MIT, (Chair)
John Van Maanen, Sloan School of Management, MIT
Peter Zimmerman, John F. Kennedy School of Government, Harvard
            University

I - INTRODUCTION

> Even in the absence of outright layoffs, public
> managers must anticipate cuts through attrition that
> will place an increasing burden on remaining
> personnel. Thus, the training function takes on
> critical new importance, for in order to preserve the
> requisite level of vital services, public employees
> will need to be more productive, more efficient, and
> more flexible than they have ever been before. The
> training function will have to respond to this
> challenge; to do so effectively will require the
> understanding and support of the public, of elected
> officials, and administrative personnel at all levels
>
> [Schrader 1981:43].

Training programs do not occur in a vacuum. Training, as any other government function, is affected by the political and institutional context in which it is being implemented. Today many state governments are operating under limited resources. These fiscal, political and institutional constraints impose the need for public programs to maximize the use of available resources. Any training program implemented in the public sector, therefore, should attempt to make best use of resources by taking into consideration both the effectiveness of the training and the constraints imposed by the public sector which is being served.

The purpose of this study is to review the political and institutional reality of a jurisdiction and its implications for both the implementation and impact of a training program. The Commonwealth of Puerto Rico is the subject of our case study. The training program is based on recommendations presented by Harvard University to the Commonwealth on how to

train senior managers employed by the Commonwealth. It is the argument of this study that the Commonwealth of Puerto Rico, given the institutional and political context under which these recommendations would be implemented, has several limitations in its capacity to implement such a program. Furthermore, given these constraints, the Harvard recommendations must be revised accordingly in order to ensure the positive impact of the program.

A - Limitations of the Study

Management training programs are usually offered at three levels; entry, middle, and top management levels. Those courses aimed at entry level managers are to prepare the inexperienced employee to assume managerial responsibilities. On the other hand, those programs for middle and for very experienced managers who are in middle to top level positions of an organization are designed to prepare the individuals to oversee, in broad terms, the whole organization. Given this fact, training follows a pattern that can be described as "generalist"; that is, less functional or department oriented. The intended result of the program is to offer the senior officials insight on the most effective way to implement policy among many departments. Most of the literature written on management or executive development is related to training aimed at this level of management.

Conversely, "Senior Management Training" is a relatively new field in training programs; therefore, very little

literature written on this particular training has been produced. Despite this limitation, the experience of management development is still applicable to senior level programs, not only because both programs attempt to challenge and develop the participants' attitude and beliefs towards management, but because the purpose at both levels is to improve the skills in decision making and policy planning [Dimock 1953]. In fact, I think that the lack of clarity in the literature of training programs regarding what constitutes "Senior Management" and "mid-level management" blurs the distinction between the two levels. Thus, for the purpose of this discussion, I assume that the experiences from the mid-level programs can be drawn to discuss senior management programs.

A number of jurisdictions have implemented management development programs. For this study, I have reviewed in depth the programs of the Commonwealth of Massachusetts and New York State.

In Massachusetts, the management development program is administered by the Commonwealth's Bureau of Human Resources Development within the Department of Personnel Administration. The agency provides programs and services for managers, supervisors, professional and clerical support staff. In New York, the Governor's Office of Employee Relations is in charge of developing the management capacity of the New York state employees. The unit only serves employees classified as "management/confidential," defined as employees in policy-

making positions. Both jurisdictions train career service managers as well as political appointees. To analyze both programs, I interviewed professionals working in the governments who are in charge of the training programs and reviewed information published by each program.

In addition, auxiliary information gathered on other states will also be used in my analysis, including the states of Vermont, North Carolina, and Washington. The sources of information in these cases are articles, publications and interviews with academics involved in the management development programs.

Although one limitation of my analysis is that job classifications are defined differently by senior managers across jurisdictions, the experiences of these jurisdictions are nonetheless applicable, since all the cases are attempts to implement senior management development programs in the public sector. In sum, even though there are differences across jurisdictions, the Commonwealth of Puerto Rico can still learn from the successes and problems of other states in order to develop its own implementation strategies.

Regarding the program in Puerto Rico, the specific objectives the Commonwealth is pursuing with the sponsorship of this program are not yet clear. As a pre-implementation evaluation, this research will not only help to determine the appropriate objectives, but even more importantly, will develop a strategy on how to achieve the program's goals in spite of existing constraints.

An underlying assumption of this paper is that training in the public sector serves a dual function; educational and political. Often these functions do not go hand in hand, i.e., the educational purpose is often affected by the political purpose. This dual perception of the training function is not widely discussed in the literature. Given the lack of resources on this topic, my analysis has relied on literature on implementation of public programs, organizational development and public administration. The application of training theory to these other pieces of literature is my contribution to the field of implementation of training programs in the public sector.

B - Methodology

The second chapter reviews the data of the needs-assessment study completed by Harvard University. In particular, these sets of data are related to how public managers feel about working in the Commonwealth and the problems they perceived about their jobs. In the third chapter, the literature of training programs is reviewed. In particular, this section points out those issues that are considered to be critical in ensuring the effectiveness of the training program. In addition, the literature on management development programs in both the private and public sector is reviewed to identify those problems which are very likely to surface in management development programs. More specifically, I address the problems that result when

university-based programs are used as the only tool for developing managers. In Chapter IV, the Commonwealth as an institution is reviewed. Special consideration is given to how a) the diversity of agencies b) the different job classifications, c) the lack of a training tradition and d) the lack of a strong personnel agency in the Commonwealth seriously impair the capacity of the Commonwealth to implement a program across all its agencies. In addition, the ways in which these problems have affected career people and the morale of managers is discussed.

Chapter V provides an analysis of why the public sector, in particular, could be resistant to management development efforts. Based on these observations, the literature of implementation and the experiences of other jurisdictions, I examine the capacity of the university-based model to effectively coordinate a training effort in the Commonwealth. The chapter concludes with recommendations to strengthen the institutional set-up to implement the program.

In the next chapter, Chapter VI, I discuss how the institutional constraints in the Commonwealth could limit the impact of the training program. The potential problems are identified, based on the previous discussion regarding institutional constraints and training effectiveness. The discussion draws on other jurisdictions' experiences in dealing with these problems.

In Chapter VII, I give my final recommendations on the SETP to the Puerto Rican government. Taking into

consideration that the next election will take place within two years, I divided my recommendations into short and long term; that is, those that could be implemented before and after the general election.

In the concluding chapter, I provide a brief review of my analysis and discuss the implications of this study for both the Commonwealth of Puerto Rico and the management development field as a whole.

II - SENIOR EXECUTIVE TRAINING PROGRAM - THE HARVARD RECOMMENDATIONS

"This has been a most welcomed and needed initiative. I sincerely hope it works for the betterment of our government, hopefully at the shortest time possible."

Survey respondent

On January 1986, Rafael Hernandez Colon, the Governor of the Commonwealth of Puerto Rico, stated in a message to the legislature:

The public servant plays a key role in the major push we want to give Puerto Rico. We have already started a program towards a more efficient public administration in which Harvard University is assisting us [ELA(i) 1986:13, author's translation].

Governor Hernandez Colon was referring to a study commissioned by the Puerto Rican government to Harvard's John F. Kennedy School of Government. The study was comprised of the following stages: a) conducting an assessment of training needs among Senior Managers working in the Commonwealth, b) designing a program to meet these training needs, and c) examining the potential resources of Puerto Rico for the administration of the program.

The final report was submitted in October 1986 to the Governor's Office. The report included several recommendations concerning a needs assessment survey mailed to 1,967 senior managers employed in the Commonwealth of Puerto Rico, and concluded with recommendations on the design and

implementation of a training program.([1]) This chapter will
discuss the data of the report which is relevant to my
research. The discussion will address a series of questions:
a) who is the typical Puerto Rican Senior Manager; b) how
satisfied is this manager in his or her job; c) what problems
and strengths the public managers perceive in working for the
Commonwealth; d) what are the attitudes and preferences
regarding the structure of the training program; and e) what
are the recommendations for the institutionalization of the
program.

A more comprehensive understanding of who the typical
Puerto Rican manager is involves addressing the key questions
raised above. This understanding is important when different
managers reveal how they feel about their position in the
public sector and their reactions to the idea of participating
in a training program. To simplify the discussion, the
results or recommendations will be cited from the executive

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[1] The sample included senior managers working in
different managerial levels. Due to the different
organizational arrangements among Commonwealth agencies, the
Project Staff requested that the Central Office of Personnel
submit a list of managers working in the following levels: the
first level of management including agency heads and
directors, the second level including assistant to the
directors or deputy commissioners, and third level including
department heads, division directors, and regional directors.
The main source of information was the Directory of Public
Officers which lists all the agencies. The response rate of
the survey was over 65%.

summary of the report and a discussion of the relevant issues
will follow.([2])

A. Who is the Typical Puerto Rican Senior Manager.

The typical senior public manager in Puerto Rico is
well-educated and has spent most of his or her working
life in the Commonwealth government, whether now holding
a trust or career position [Alonso-Velez et al. 1986:ii].

Usually the person holding a Senior Manager position is a

man while only 29% are women. The "typical" Puerto Rican

senior manager is 46 years and he or she has worked an average

of 18 years for the Commonwealth. Out of these 18 years, he

or she has spent 13 in the same agency. Twenty-seven percent

have left the government at least once to work in the private

sector, while almost 70% never leave the public sector.

The typical senior manager is not only experienced but

also well-educated. Only 7% of the sample did not hold a

Bachelor of Arts degree; 43% held such a degree and the

remaining respondents held advanced degrees. The typical

manager has significant management responsibilities;

approximately 8 persons report directly to him or her and he

or she is responsible for managing the work of 30

subordinates. In short, the typical senior manager is an

experienced professional, showing little tendency to move

across agencies or between public and private sectors.

The high level of retention among public managers suggests

that the turnover rate at the senior levels of management in

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[2] For a more detailed presentation of frequency
distributions and a survey sample, refer to Appendix A.

the Commonwealth is low. Turnover of employees is one of the possible sources through which an organization can renew or update the skills of its labor force since it creates room for recent graduates as well as possible career paths for those in the lower levels of the organization [Parke 1981]. The Commonwealth, with its high rate of retention in its top managerial levels cannot count on the turnover process as a means to update or renew its managerial ranks. Training, then, becomes very important since it is one of the few methods through which managerial skills can be updated and refined, which further reinforces the need for a training program if the Puerto Rican government wants to renew its managerial ranks.

The data suggests that although movement across different sectors or agencies is not that frequent, it is common to see movement of public managers between different job classifications. Over 60% of the respondents are now holding "trust" positions but almost 90% have held a "career" position at some point. Given that the average manager tends to remain with the Commonwealth and provided that the person goes from a trust position to a career position that involves managerial skills, the money spent on training will not have been wasted if there is a change in administrations. Unfortunately, I cannot draw further conclusions from the available data.

B. How Satisfied are Puerto Rican Senior Managers in their Jobs?

> Senior officials generally express a high level of
> personal satisfaction with their jobs, although
> they are less positive about the opportunity for
> advancement and are concerned about salary levels.
> Further, those in the high salary brackets are more
> satisfied than others; and trust employees
> are more satisfied than senior managers holding career
> positions [Alonso-Velez et al. 1986:ii].

The objective of the second section of the Harvard study
was to determine how personally satisfied the respondents were
with their jobs and working conditions. The underlying
assumption is that when the employee's satisfaction with job
incentives and the working environment is low, this will
affect the morale and motivation of the employee. As a
result, the effectiveness of the training program could be
limited if changes were not implemented in this area. The
survey included nine items representing working to which
managers had to rank their reactions as very satisfied,
satisfied, dissatisfied or very dissatisfied. As Table I
shows, public managers expressed an overall high level of
satisfaction with their jobs.

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<u>Table I</u> - **Percentage of respondents satisfied with particular
aspects of their jobs ***
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Work conditions measures

      Level of responsibility   86%

      Degree of professional challenge   82%

      Opportunity to develop personal
                skills and abilities   71%

      Opportunity to participate
                in policy making   63%

Job satisfaction measures

      Job security   80%

      Fringe benefits   74%

      Opportunity for promotion and
                career development   56%

      Salary/compensation   43%

Job status

      Public respect/prestige   85%
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===========================================================
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Source: Alonso-Velez et al. 1986:30
* Percentage of those who answered "very satisfied" or
"satisfied".
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-----------------------------------------------------------
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The level of satisfaction with the responsibility and
professional challenge of the position was rated high by more
than 80% of the respondents. A somewhat smaller percentage of
the respondents were satisfied with the opportunities offered
to exercise skills and influence policy making. In sum,
although the typical public manager is satisfied with the
level of responsibility and challenge of the job, he or she
would like to have more opportunity to use and develop his or

her skills and to participate more actively in the policy making process.

Within the job satisfaction measures, job security received one of the highest ratings of satisfaction, not a surprising result given the long term service that the typical manager performs in the public sector. Almost 75% of the respondents rated their fringe benefits favorably, while opportunity for advancement and salary levels were rated extremely low. One of the possible reasons for discontent with career advancement opportunities was previously discussed: the high retention of employees in the Commonwealth diminishes job opportunities as the number of positions for promotions is reduced by the low turnover. In addition, as I will discuss in chapter IV, the proliferation of trust classifications in the lower levels of the hierarchical structure has severely limited the number of positions available to the career service.

The typical Puerto Rican senior manager earns a median monthly salary of $1,920 but the range of monthly salary reported $551-$6,666 suggests wide differences. A large disparity in salary levels demonstrated in the sample is likely to be an additional source of discontent among Puerto Rican public managers.

Marked differences in work satisfaction were found across sectors at different salary levels, that is, those in lower salary levels ranked less satisfied than those with higher salaries. Table II shows that respondents with high salaries

were significantly more satisfied at work than those with low

salaries. Differences between trust and career managers were

also significant, work satisfaction for trust or senior

managers or top managers was much higher across all measures.

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Table II – **Percentages of respondents in certain categories
who reported themselves as very satisfied**
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	Level of Respons.	Job Challenge	Skill Develop.	Career Develop.	Prestige
Trust	37%	37%	30%	16%	36%
Career	17%	19%	15%	5%	20%
High-salary	40%	47%	35%	20%	41%
Low-salary	24%	22%	20%	8%	27%

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Source: Alonso-Velez et al. 1986:34.
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These differences in satisfaction within levels of senior

managers could define a strategy for intervention in the

training programs. If training is seen as a motivator, first

priority should be given to the lower levels of senior

management who seem to be less motivated to do their jobs. By

concentrating on career people, the program will not only be

reaching the group showing less satisfaction with working

conditions, but also those employees more likely to stay in

government service if changes in political administration

occurs.

The next section will discuss management conditions that affect job performance and resource allocation.

C - Problems and Strengths Perceived in the Public Sector by the Puerto Rican Senior Managers

> Senior officials believe that the lack of managerial skills is a much more significant problem for those at the top levels than lack of technical skills. They identify substantial problems in managing their employees, and see maintaining public services under diminishing financial resources as a substantial managerial challenge [Alonso-Velez et al. 1986:iii].

The survey asked the respondents their perception of different problems and strengths they find working in the public sector. The managers were asked to give their perception of the general environment independent of their personal situation. The results of this section of the survey contrasted markedly with the results previously discussed regarding job satisfaction measures; most managers agreed that they confront major problems in managing the Commonwealth.

The data is grouped in four general categories representing the respondents' perception of the following: 1) managerial and technical skills; 2) quality of employee recruitment; 3) organizational operations and procedures; and 4) public perception of government.

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    Table III  - Perception of managerial skills and behavior*
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There is a lack of technical skills   37%

There is a lack of managerial skills   61%

Willingness to take responsibility

      -Managers lack initiative in fulfilling their
        job responsibilities   64%

      -Public managers often avoid making decisions
        for fear of making mistakes   67%

Willingness to share responsibility

      -Many managers find it hard to delegate
        responsibilities to subordinates   76%

      -Decision making is too centralized in many
        public agencies   93%
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Source: Alonso-Velez et al. 1986:38.
* Percentage of respondents who expressed an opinion and
agreed with statement.
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--------------------------------------------------------------
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    While only 37% perceived lack of technical skills as being

problematic, lack of managerial skills were perceived as a

problem by almost double that number of respondents.

Moreover, the unwillingness to take responsibility, either

because of lack of initiative or for fear of making mistakes,

remains a major area of concern. Inadequate delegation of

responsibility and centralized decision making are factors

which could impair the effectiveness of training. The

training program may deal effectively with some of these

issues. For instance, the training program could boost the

morale and confidence of the participants so that when they

go back to their jobs, they may be more willing to take

responsibility of their job function. But in order to fulfill
that responsibility, the manager must be given the opportunity
to take up the responsibility. The high percentage of
respondents who agreed that centralized decision making was a
problem suggest that having the opportunity to exercise the
responsibility seems to be a problem in the Commonwealth
government.

Although Chapter III will elaborate more on this point, it
is pertinent to note that a participant of any training
program will require a degree of autonomy to apply whatever he
or she learns in the training process. The impact of training
might be very limited in a centralized bureaucracy if changes
in the decision-making process are not made at the level of
the agency level.

===
                 Table IV - **Employee related issues** *
===

Good employees are hard to recruit   75%

Employees suffer from low motivation   88%

Employees suffer from low morale   85%

Good employees are hard to retain and leave
     for the private sector   88%
===
Source: Alonso-Velez et al. 1986:41.
* Percentage of respondents who expressed an opinion and
agreed with statement.

Two observations follow from the data in Table IV, in
particular the problem of low employee morale and motivation.
As anticipated earlier, when the respondents were asked about

27

recruitment, employee morale, and retention, their answers
were extremely negative, which contrasted markedly with the
positive responses regarding personal levels of job
satisfaction. The report suggests an explanation for this
contradiction:

> Either the senior managers are more willing to
> acknowledge problems of others than they are problems
> of their own, or they as top managers are not doing
> well at transferring their own enthusiasm and
> satisfaction to those who work for them [Alonso-Velez
> et al. 1986:39].

Both explanations have major implications for the training
program. The former questions the ability of the potential
participant to reflect on his or her management capacity, a
factor which in turn could compromise the effectiveness of
training. On the other hand, the use of the case method in
the training might be the best alternative in this context.
The proposed teaching method helps the manager to go through a
self-evaluation process. The latter explanation, the
inability to transfer leadership, suggests that heavy emphasis
must be placed during the training program in developing the
leadership skills of the participants. While a public manager
may have the appropriate leadership skills, organizations
often resist any attempt to adapt to a new leadership. In
fact, as I will discuss in the next section, managers perceive
the bureaucracy as a major obstacle affecting job performance
in the public sector.

The problem of motivating lower levels in the

organization raises the question of what happens if the lower levels in the bureaucracy are left unattended in terms of training. The top level senior managers might be very satisfied and motivated to do their job; however, they often depend on subordinates to carry-out the burden of implementation. The lower level management attitudes are decisive for the implementation of any policy or program. While top level managers could participate in the training program, they will have to depend on their subordinates to implement changes. Proponents of this argument could argue that this is precisely the reason why all Senior Managers should be sent to the training program. As the data suggests, the discontent in the public sector goes beyond the Senior Managers. Therefore, if training is limited to senior managers and does not deal with other managerial levels, the success of the training program might be undermined.

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==================================================================
                 Table V - Bureaucratic issues *
==================================================================

There is too little agency
     agency cooperation                                  45%

Personnel rules are too rigid                            76%

There is too much red tape                               95%

Overhead agencies involve themselves
     too much in agencies activities                     78%

Inadequate budgets are a source of
     managerial problems                                 91%

Federal budgets cuts are a source of
     managerial problems                                 68%
==================================================================
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Source: Alonso-Velez et.al. 1986:43.
* Percentage of respondents who expressed an opinion and
agreed with each statement.

The bureaucracy imposes severe limitations on the

performance of senior managers. Given the bureaucratic issues

outlined in Table V, a training program can only have any

possibility of success with interagency cooperation. The

training session will give each participant the opportunity to

establish contact with other public managers. One advantage

of bringing all the managers together would be to identify

particular problems common to other agencies in the

Commonwealth. Consequently, a training program could well be

the first step to improve cooperation and management between

agencies. However, a training program could only deal

effectively with bureaucratic issues such as red tape, rigid

rules, and overhead agencies involvement, if it is supported

by major organizational changes.

===
Table VI - Politics of management *
===
Political affiliation affects hiring and promotion   87%

Political parties are too active in government
    decisions in some agencies   88%

Legislators often involve themselves in program
    administration   75%
===
Source: Alonso-Velez et al. 1986:46.
* Percentage of respondents who expressed an opinion who
agreed with the statement.

More than three fifths of the respondents, as Table VI

shows, agreed that politicization is a major issue in the

public sector. While training alone cannot solve this

problem, the program nonetheless could attempt to give

managers some tools to deal with a highly political

environment.

Given the limitations the public managers perceive in

their performance, how do they think their constituents

perceive them? The data on Table VII shows that the

participants' opinion regarding this concern is not very

optimistic.

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================================================================
          Table VII - Managers perception of public attitudes *
================================================================

Citizens believe that corruption in
          government is a serious problem          88%

Citizens believe the government to be
          unresponsive and inefficient            78%

Citizens have less respect for public managers
          than they used to                       74%
================================================================
```
Source: Alonso-Velez et al. 1986:49.
* Percentage of respondents who expressed an opinion and who
agreed with statement

This public negative perception has important implications

for the legitimization of the training program to the public.

As any other public program, training has to be legitimized

as an appropriate expenditure of money to the taxpayers. If

Puerto Ricans' perceptions of their public managers is so

negative, they might lobby as a constituent group against this

public expense.([3])   An alternative interpretation is that

public opinion will welcome the program as a way to improve

----

[3] A survey sponsored by a local newspaper and conducted by a
private firm last January suggests that Puerto Ricans are not
only loosing faith in their leaders but also in their
institutions. A question in the survey was designed to elicit
the political sentiment of the people. Basically, the question
asked that if elections were held today, and if the electorate
were given options which included the main leaders of the two
major political parties and a new (unknown) leader, who would the
respondents select as the Governor of Puerto Rico. Twenty-five
percent of those surveyed, who identified themselves as pro-
Commonwealth, expressed that they would vote for a new face if
given the opportunity, while 81% percent of those who identified
themselves as pro-statehood expressed the same choice.
Furthermore, 50% of those polled do not trust the police, the
courts system, the government or the public or private
educational institutions [Delgado, 1986].

public service. Although the final outcome is impossible to determine now, the importance of public opinion during the implementation of a training program has to be taken into consideration as I will discuss more extensively in Chapter V.

In short, the typical Puerto Rican manager who attends the program perceives that he or she faces the following conditions when returning to his or her job: a) a politicized organization whose employees have low morale and motivation; b) managers with insufficient management skills unwilling to share or accept responsibility; c) scope of action limited by rigid personnel rules; and d) excess of red tape and inadequate budgets. Recognizing that extensive problems exist, one might question if training by itself can produce any results in spite of the constraints imposed by an intransigent bureaucracy.

Several respondents expressed great reservations regarding the effectiveness of the training program given some of these limitations. Some of the comments expressed by the public managers appear below:

> The most important problem confronted by public managers is lack of resources (human and other). Regardless of the training that could be provided, there will be problems of motivation (employee); red tape; recruiting and retention of qualified employees; fair and just salary compensation and more of the sort, which requires more comprehensive and drastic solutions than mere training for manager. Even though training could help, in the long run, other alternative urgent measures should be taken to correct public service malaise [Alonso-Velez et al. 1986:F-4].

> There is no value in training managerial employees if at the end political affiliation will determine who gets the positions [Alonso-Velez et al. 1986:F-5].

One of the aspects that requires much attention in the public sector is the one related to organizational change. The great resistance to change, is undoubtedly, one of the factors which presents more limitations at the moment of incorporating new techniques, approaches or equipment [Alonso-Velez et al. 1986:F-5].

If the laws that regulate personnel administration system in the public sector could, in fact, institutionalize a career service that would guarantee the professional continuity of the employees, then it would be highly productive to send managers to training programs. At present, the probability that the public sector will benefit from such programs is minimal, if in fact there is any benefit. The reality is that the only party who benefits from this program is the executive who participates in it [Alonso-Velez et al. 1986:F-5].

Even though there were differences found in levels of satisfaction among several managers, a vast majority agreed on the barriers they face in managing the Commonwealth in an efficient way. Nonetheless, despite the existing barriers and limitations, the public managers overwhelmingly recognized the need for training.

D.   Attitudes Toward Management Training

There is broad, almost unanimous, support among senior officials for management training [Alonso-Velez et al. 1986:iii].

In spite of the reservations expressed by some of the respondents, the overall response to the training idea was enthusiastically received. Almost 100% of the survey respondents demonstrated willingness to participate in the training program. Equally important is that 97% of the respondents were positive that management training would help them do a better job. The percentage dropped to 87% when the respondents were asked if the management training would help

them to reach a more responsible position. Further, 80% of the participants agreed that if given the opportunity, they would take a leave of absence to enter a year long program in Puerto Rico and only 64% if the program is given in the United States. Given the high percentage of persons willing to take a leave of absence to enter a year long program in Puerto Rico, granting this opportunity to outstanding graduates of the basic training program could be a potential benefit and incentive for participating in the training program.

Regarding the format of the training program, the participants were given different alternatives from which they could choose their first and second choice. Table VIII shows the respondents' preferences. Almost 70% of the respondents chose as their first choice a week outside of the metropolitan area.

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Table VIII - Preference for training program
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	First choice	Second choice
A week outside of Metropolitan Area	69%	25%
2 or 3 days within Metropolitan Area	52%	44%
A week within Metropolitan Area	48%	48%
A series of half-days classes	45%	49%
Weekends only	25%	57%
Evenings only	30%	50%

==
Source: Alonso-Velez et al. 1986:append. A.

Based on the observations by the respondents, the Harvard report gave the final recommendations on content, structure and institutionalization of the training program.

E. Institutionalization and Content of the Management Training Program

The critical recommendations of the report deal with the content, structure and institutionalization of the program. The following recommendations address the content and structure of the program:

1) The Commonwealth should establish a goal of providing over the next several years a basic management training program for all senior officials in the Commonwealth government and for most of the senior municipal officials as well. The basic program should be an intensive one-week residential program which emphasizes a generalists approach to public management.
2) For managers who have completed this basic program, the Commonwealth should establish a series of more specialized training courses to be taught in a short, intensive format... These courses should be open on a selective (and perhaps competitive) basis.
3) Once the basic program is institutionalized and the specialized courses have been established, management training opportunities should be developed for those public employees just below the senior management level being prepared for future responsibilities.
4) The basic program should have three basic streams; the political context of public management, internal management, and analytic methods. The course should include three 75 minute classes per day, except for the last day, with scheduled time for small group preparation, social gatherings and limited outside speakers.
5) The groups should be limited to sixty participants. The first group should only include the Cabinet members and agency heads. After this initial session two heterogenous groups should undergo training simultaneously at the same site.

6) Faculty members should combine expertise in the subject with experience in government.
7) New curriculum materials must be developed, primarily Puerto Rican-based case studies will have to be researched and written [Alonso-Velez et al. 1986:iii-iv].

In short the recommendation is to train all senior managers in the Commonwealth beginning with the Cabinet members and their assistants. The basic program covers three components; public management, internal management and analytic methods. After completion of the basic program, a specialized short term training program must be developed for graduates of the initial program. After these two phases are implemented, management training opportunities will then be provided for those managers below the senior level.

The model of the basic training program is heavily influenced by the training program sponsored by the Harvard's Kennedy School of Government for Senior Executives working in the Commonwealth of Massachusetts. The program based on Harvard's model is designed with a generalist approach, using case studies as the principal method of instruction and stressing participant's involvement in the learning experience.(4) The training session constitutes only one of many other training programs that the Commonwealth of

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4 Generalist approach refers to teaching the management skills which are applicable to the general management positions. Generalist is used as opposed to functional or specialized training programs which cover skills applicable to a more specialized field within the management profession.

Massachusetts offers to its Senior Managers as part of its management development program.

Regarding the issue of institutionalization, the recommendations are as follows;

> 1) A leading option would be to locate the program in the University of Puerto Rico as a special, flexible, non-degree granting program reporting directly to the President or to the Chancellor of the Rio Piedras Campus. In this event, the program should utilize the resources of other academic institutions, such as the University of Turabo or the Interamerican University.
> 2) The basic program will be administered by a director and deputy director... The program should be assisted by an active Advisory Committee composed of distinguished citizens with the background and experience necessary to keep the program current, high quality, meaningful to managers, and non-partisan.
> 3) From the beginning, the training program should develop a comprehensive and regular system of evaluation [Alonso-Velez et al. 1986:v].

The recommendations for the institutionalization of the program reveals several recurrent concerns of the Project Staff: a) isolate the program from politics; b) give the program some independence from the bureaucratic structure; and, c) enhance the prestige of the program. Finding an educational institution which could fulfill all these requirements was one of the most difficult decisions the Project Staff had to face. For instance, the University of Puerto Rico was rated high in prestige not only because it is the center of higher learning but also because it is the only institution with a graduate program of public administration. On the other hand, the University of Puerto Rico, as part of the public system, could not guarantee the isolation of the

program from the bureaucratic structure of the public sector nor from politics.

Turabo University was another option. Turabo, a private university, could guarantee the independence from the bureaucracy but lacked the prestige of the University of Puerto Rico. The final recommendations reflect a compromise between the different alternatives. The special arrangement under the auspices of either the University's President or the Chancellor of the Rio Piedras Campus was suggested to free the implementation of the program from the bureaucratic structure. On the other hand, the participation of other universities in the program would keep alive the interest and enthusiasm that other educational institutions showed in hosting the program. Moreover, the existence of the Advisory Board would not only enhance the prestige of the program but will also give additional support to the program across the different political ideologies.

In sum, the Harvard study was a major step taken by the current administration to improve the managerial skills of its managers. Training is not the solution to all the problems in the Commonwealth, but it is, nonetheless very much needed. As the report concludes:

> (t)raining is not a panacea in the Commonwealth or any other jurisdiction. There are areas of concern identified for us during the course of this research which were outside the scope of our work, such as salary levels and personnel rules, and we encourage the government of the Commonwealth to focus on them. But we do believe that a comprehensive on-going training program for senior public managers in Puerto Rico is an important step and can make a difference [Alonso-Velez et al. 1986:v].

F - CONCLUSIONS

A prerequisite to any effective training program is to conduct a training needs assessment of the target population. This is, in fact, the major contribution of the Harvard study to the effectiveness of the training program. Another important contribution is that, perhaps for the first time in the history of Puerto Rico's public management profession, comprehensive data concerning the characteristics of the leading managers in the Commonwealth have been systematically gathered and organized. The existence of this data could potentially be used by other professionals to conduct further studies on the public management profession in Puerto Rico. For the person in charge of implementing the training program, the data can be utilized to better understand the different training needs among agencies.

The study fails to address the implementation process because the Commonwealth has agreed to take responsibility for its implementation. Since the program is part of the current administration and the report was submitted last October, the minimum expectation is that the initial steps of the program will take place this year. Therefore, one of the positive aspects of this research project is that its final recommendations could be reviewed by the Commonwealth prior to the program's implementation.

Furthermore, the importance of this study is based on its attempt to guarantee the successful implementation of the

program in light of the political and institutional constraints in the Commonwealth.

III - MANAGEMENT TRAINING PROGRAMS

> Or, to change the analogy, we cannot expect a narrow
> specialist suddenly to take a glow of executive
> inspiration, like a sinner responding to a revivalist,
> simply because we have exposed him for a week, or six
> weeks, or even twelve weeks, to the magic of an executive
> development program. Unfortunately, in our enthusiasm for
> a new method, we have been guilty of entertaining such
> absurd notions
>
> [Dimock 1958:92]

One important conclusion discussed in the Harvard Report
noted that, while comprehensive training may not be a panacea,
it nonetheless can be "an important step and can make a
significant difference" [Alonso-Velez et al. 1986:v]. The
objective of this chapter is to have a better understanding of
how training can really make a difference in both the
individual and the organization. In the first section, a
brief description of management development programs
familiarizes the reader with the concept of these programs.
In the next section, those issues considered critical for the
effectiveness of a training program are discussed; top
management support, selection, participants' input in the
design, transfer of knowledge, and evaluation. The next two
sections discuss the experience of management development
programs in the private and public sectors, in particular the
problems these programs face when dealing with the important
issues mentioned above.

A. Management Development Programs

The program places a great deal of emphasis on mutual learning experience in order to take advantage of the broad experience that participants bring into the classroom. The manager attending the program has a chance to look back and compare his or her approach to the solution of a particular problem while listening to other participants [Zoll 1966]. The exposure to different perspectives among the participants forces the individual to question and ponder his or her own performance. In short, the classroom experience serves as an opportunity for the managers to reflect upon their work environment without the pressure of day-to-day deadlines.

The use of the case study and the residential component of the training program are both intimately related to emphasizing mutual learning. The case method, as one method of teaching, stimulates the participation of the students. A real situation, often one with no clear answer or solution, is presented to the group for its consideration; the discussion that follows is made more stimulating by the diversity of backgrounds among the participants. The exercise not only provides each participant with an opportunity to examine assumptions, but also a basis to learn from other similar experiences. When a manager is exposed to alternative solutions in juxtaposition to a previously unresolvable problem, the (until then), "unteachable" manager becomes "teachable". [Carson 1953].

Training is usually residential and time is allocated for

social interaction between participants. The groups are kept together in an intensive period of learning that usually lasts from one to two weeks. The program tries to encourage networking among participants through the sponsoring of social events [Carson 1953].

Careful gestures are made to reinforce prestige and selectivity of the program so that it is seen as a reward to those who participate in it. At the end of the training, certificates are granted in a ceremony usually attended by the top level officials sponsoring the program. The location of the program as well as the educational institution hosting the program brings additional prestige. The faculty member is extremely important not only to stimulate the class participation, but to give additional prestige to the program.

B - Critical Issues of Training

There is great deal of available literature on the different steps that must be taken to implement a training program. The purpose of this section, rather than to detail these steps, is to discuss those critical issues which are determinant in the participant's success: selection, participant's input in the design, transfer of learning, top management support and evaluation of the program. The implementation process should also take into account the appropriate handling of these issues. After a discussion of each topic, I will review different ways suggested in the

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literature of training and development to deal effectively with these critical issues.

Top management support

A management development program will not be effective if it lacks the total support of the top management. Total support means not only financial support, but also that top management believes in and promotes the importance of training for the organization. Training is often seen as a waste of money and rarely is a priority of management. The training director must continually prove its usefulness to the organization and sell the training services within the organization. It takes a large lobbying effort from the training director to build a broad base of support throughout the whole organization. The coalition building and marketing of a training program is made much easier if it is supported and explicitly backed by the top management [Otto and Glaser 1970].

The importance of top management support is also related to the training director's position within the organization. The training director usually occupies a staff position and does not have any authority with managers in the organization, in particular with senior level managers [Watson 1979]. The training director's position is strengthened, at least symbolically, by the support of the top management. The training director must do a good job in terms of the training offered, thereby enhancing the long term credibility of the program.

Selection of participants

Selection is very important in any training program. The issue of selection is particularly significant for the SETP, due to its reliance on class participation. A participant who is unwilling to attend can be an unwanted distraction in the classroom.

According to Quinn [1961], a proper selection process begins long before the participant attends the program and it finishes after the participant returns to work. First, the program must be specific in its objectives and its target audience. Second, it must provide clear guidelines not only to the participant but to the organization sponsoring the individual. Third, the participant's supervisor must be involved with the participant in a pre-and-post orientation. During the pre-orientation the supervisor must encourage the employee to realize the utmost educational experience, while during the post orientation the supervisor must encourage the employee to try to put into practice whatever he or she has learned during the training program. Fourth, although the supervisor must encourage the participant to attend, the final decision to attend the training program should be left to the participant.

Input and design

One critical component of any training program should be the participants' input in the design of the program. Input in this area guarantees that training is relevant to those who are participating. Relevance of content, is important because

of the level of interest and involvement needed to stimulate
classroom discussion. The most common method of assessing
training needs for future participants is to conduct an
evaluation to determine their strengths and weaknesses as a
group. The final content and design of the training program
is based on the results of the evaluation [Trost 1985].
According to Watson [1979], the needs identification process
helps the trainer to identify those areas in which particular
improvement is needed. The identification process should
include the following: a) examination of the factors external
to the job, such as the cultural aspects, which could affect
the training process; b) identification of the positions
occupied by the target population; c) determination of changes
on the job's demands; d) definition of the relevant knowledge,
skills and attitudes needed to meet these new demands; d)
assessment of the knowledge, skills and attitudes of the
target population; and e) identification of the appropriate
training interventions to close the gap between the desired
and actual levels of knowledge of the participants.

Application of knowledge

Sometimes the organizations send their managers to be
trained, but in some cases the organizational environment is
not ready to allow the managers to implement whatever he or
she has learned in the training program. The inability to
implement reforms causes frustration to the participant, often
leaving the individual to wonder about the real value of
attending the training program.

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Finding ways to assure the transfer of knowledge might be both the most important and most difficult issue to deal with. The application of what is learned is extremely important because it signals the closure of the learning cycle.

Watson [1979] divides the learning process in four different stages:

1) knowing about - trainees develop an awareness of a concept.

2) understanding - trainees master the concept.

3) acceptance - trainees accept the logic underlying the concept

4) ability to apply - trainees have the ability to apply what they know consistently with reasonable success.

The successful training program attempts to take the individual through all the stages of learning and socialization or at least create the most ideal conditions for the trainee to do so on his or her own. An ideal training session should actually concentrate on the first two stages of learning. Only when the first two stages are accepted by the participants can a session deal effectively with the third stage. The last stage, ability to apply, usually takes more time and can only be achieved in the job environment. It is when back on the job that the participant discovers what works best in a particular situation. A working environment that encourages the transfer of knowledge is the very essence of a learning process. Watson mentions that factors such as self confidence, willingness to learn, and encouragement of the supervisor are the determinant factors in successfully completing the "ability to apply" stage.

Because the trainer has almost no control over what happens after the classroom experience, the application of knowledge is perhaps the most difficult area in which to achieve results in a training program. According to Bass and Vaughan, the major weakness of off-the-job training is

> the failure to incorporate materials which will facilitate transfer of training. Very seldom is real effort made to provide for the implications of principles learned. Similarly on the receiving end a great deal of potential benefit to the organization is lost because the internal plan has not been formulated that might capitalize on his or her new perspectives and new ideas acquired in the training session. Unless organizational conditions reinforces what was learned in the classroom the results of the off-the-job training are likely to be wasted [Bass and Vaughan 1965:77].

Several options or suggestions can be followed which will facilitate the transfer of learning in training programs. First and foremost is the support of both the organization's environment and the participant's supervisor for the training program. Second, in the design of the training program, emphasis must be placed in the practical application of the subject. The case method which is used in the SETP is an ideal method to follow because the group engages in the solution of a real-life problem. Nevertheless, in order to be effective, the case must be relevant not only to the topic being discussed but also to the participants in the training program. If the content is not relevant to the reality of the participants, the transfer of the skills from the particular case study to more complex real-life situations might be difficult to achieve [Zoll 1966].

A third method through which the trainer attempts to

sponsor the transfer of learning is to divide the training program into different sessions, thus, allowing time for a follow-up session. The follow-up session allows the trainee to share whatever frustration he or she has incurred in implementing his or her newly acquired skills back on the job and to receive further encouragement from the trainer [Margerison 1972;Spitzer 1985]. The information gathered in follow-up sessions serves as feedback for the trainer to determine the effectiveness of the training program.

Evaluation of training

According to Mc Gehee and Thayer, the evaluation of training programs usually has two objectives: a) to determine if the training actually results in the desired modification and b) to evaluate whether the outcome of the training has any relationship to the achievement of organizational goals [Bass and Vaughan 1966]. According to Kirkpatrick, the evaluation method should consider four results: a) reaction, or how the participants like the program; b) learning or measuring the facts learned; c) systematic before-and-after appraisal of on the job behavior, and d) results evaluating improvement in productivity, morale and the number of grievances [Bass and Vaughan 1966].

The most common way of evaluating management development programs is to give participants opinion surveys at the end of the program. This exit evaluation, although economical, is subjective, inaccurate and unreliable. The participant is experiencing a participant's "high" after the completion of

the training program and the excitement will very likely

affect the ratings given to the program. When the participant

goes back to work, he or she does not want to seem negative or

ungrateful thereby often ignoring the deficiencies of the

training program [Powell and Davis 1973]. Even if it is

proven that the training had an impact in the performance of

the participant, there is always a problem separating real

results from the symbolic content of participation in the

program. For instance, there is often a question as to how

much of the improvement is due to the effectiveness of the

training program and how much to the participant's belief that

he or she is a good employee because of being selected for the

training program [Bass and Vaughan 1966]. Although the

literature is very vocal on the need to develop more reliable

methods of evaluating training programs, there is no clear

agreement on the correct methods to follow. In this paper,

the discussion of evaluation methods is limited to stating the

need to incorporate an evaluating method from the beginning

of the program and expressing the difficulty of measuring the

relationship of participation to performance improvement.

The discussion of these critical issues suggests that the

training program is a comprehensive process that begins with

the support of top management, continues with selection,

participants' input in the design, the application of

knowledge, and ends with the evaluation of the training

program. This comprehensive view suggests that the success of

a training program goes beyond the trainer and involves the

participant and the working environment as well. Furthermore, successful management development entails a major coordination effort between the institution offering the program and the organization sending the participant to the training program. The following section will illustrate that coordination has been very difficult to achieve in both the public and private sector.

C - Management Development in the Private Sector

Most of the in-depth studies or articles written on management development are focused on programs sponsored by management programs in the private sector. Even though there are important differences between private and public management, management development has the same objective in both realms: to increase the productivity and efficiency in its managerial ranks through training programs. Given the similarity in objectives, it is interesting to review the experience of educational programs addressed to the private sector.

In 1953, Carson did a study on graduates of a group of university-sponsored, full-time living programs. One of the greatest values in attending the program was the opportunity to study, work and live together. The participants found the training through this informal context to be very stimulating [Carson, 1953].

A study with former participants of management programs discovered some unique contributions of the programs and tend

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confirmed Carson's findings. According to Anshen [1954], among these contributions is the exposure to new points of view, which encouraged the participants to question and challenge their own assumption regarding management. Also, the physical and psychological removal of the executive from the pressures and atmosphere of the work environment helped the participant to gain perspective by reviewing his or her job performance.

In a follow-up article Anshen [1955] argues that university-based training programs could sometimes bring about unforeseen problems which have not always been projected by the companies that have sent executives to be "educated". In particular, he mentions those cases in which organizations have not made an effort to adequately provide for the changed attitudes of participants returning to work. He argues that participation in any of these programs should be part of an integrated long term plan of management development; thus he asserts, there is limited value in sending managers to the program unless the program is an integral component of the individual's plans for development.

Andrews [1961] did a survey among 10,000 participants who attended different programs to determine their reaction to their training experience. In general the participants perceive the educational experience as an opportunity for development and as a recognition of their achievements. The idea of further schooling was not perceived as a criticism but rather as an opportunity for advancement.

The strongest criticism of management development programs sponsored by private universities is the lack of coordination between the training program and the particular needs of the organization. Moreover, these programs are also criticized because of their failure to relate their content to the development plans of each individual participant.

In 1973 Powell and Davis did a survey of 100 of the largest companies that are regular users of management development program in private universities. The study found that three out of four users did not have an existing or written policy regarding training. Moreover, 62% of the users did not receive any specific pre-program orientation. The authors concluded that it "is clear that the developmental needs of the individual and the objectives of the organization has not been formally established and articulated in user firms" [Powell and Davis 1973:81-87]. A similar study recently conducted confirms these findings [Schrader, 1985].

Huneryager concludes that although the need for university assistance in the development of executive talent is important, there is one fundamental observation to be made:

> namely that academic training at the executive level
> is no substitute for a well developed comprehensive on
> the job company plan of executive development.
> University programs only serve to supplement such
> plans. Schools cannot be charged with the
> responsibility for developing an executive staff for a
> company, or with taking a man who has failed in an
> executive position and suddenly transforming him into
> a veritable managerial genius [Huneryager 1963:31].

House [1963] supports Huneryager's position stating that the final objective of management development is to improve

operational results of the organization, which is only brought about by subsequent changes, not only in knowledge, but also in attitude, ability, job performance, and end-operational results. House concludes that problems will result if managers send subordinates to develop in training programs, but are later unwilling to accept changes.

Management development programs will have undesirable effects when the working environment is not receptive to change. House presents four key actors which should be taken into consideration in any development program: the manager being trained, his or her superiors, his or her peers, and the formal organizational system. The program will result in desired changes only when the executive leadership in a firm is willing to support formal development with necessary organizational motivation and reinforcers.

The literature review on business management programs suggests that participants do enjoy attending executive training programs. For the participants, it is an opportunity not only to share their experiences with other managers but to reflect on their performance as managers. The training challenges their beliefs and assumptions of the management profession. On the other hand, there is a strong criticism on how user firms fail to tie training programs to other developmental activities, in particular to the career development of the individual. Contrary to what firms believe, the participant's attendance should be just one component of his or her development. The ultimate

responsibility for the employee's development is the individual, but the company, <u>not</u> the university, must provide the tools and the appropriate environment for development to occur.

D – Management Development in the Public Sector

The literature on programs aimed at public sector management is more limited than the available on the private sector. Even though there are differences among the two sectors, the following review of the literature indicates that the public sector programs face similar problems to those outlined in the previous discussion on private sector programs.

Mailick [1958], after discussing an evaluation of the University of Chicago Executive Training Program, concluded that university-based programs are just a supplement to the training and development efforts taking place in the participant's agencies. He observes that agencies rely too much on university's program for training its managers.

McDonald and Stover [1958], report the results in an evaluation done by an outside consultant of graduates of Brookings Institute. Through the Executive Conference Program, the Institute, aims to develop in top managers the broad perspective of public management required in the senior positions occupied by the participants. Following the results of the study: the participants praised the training opportunity and felt they were better executives as a result

of the experience; they emerged as strong advocates for
management programs; and they felt that meeting and sharing
their experiences with fellow public managers was the
highlight of the program; they were impressed by the fact that
all the participants expressed the same career problems and
felt the experience had renewed their confidence in their
management capacity; they felt the need to determine the next
step - that is where do we go from here? In fact, some of the
participants suggested a follow-up session to the program.

Katzell [1959] explains some circumstances under which
the idea of establishing management development programs might
not be productive: a) the program's objectives do not respond
to the executive's needs; b) the program is poorly designed to
achieve its objectives; c) the program's objectives are out
of touch with the on-going values, belief and expectations of
the organization the participants' come from; and d) the
program is directed to solve organizational problems which are
outside of the executive's control. The last condition which
Katzell comments on is very common because it is always easier
to initiate a management training program than to change the
organization itself. It is always instructive to consider,
for example, how much of the organizational ineffectiveness is
due to managers in need of skills and how much is due to
outdated policies, traditions and conditions imposed in the
performance of the manager.

Rehfuss [1979] evaluates his experiences as Associate
Director of the Berkeley Executive Seminar, a program created

to train middle level managers by the Civil Service
Commission. Contrary to the Center's original plan to develop
managers for future responsibility, many of the participants
did not bring these high expectations to the program. For
Rehfuss there is no way to clear the gap between program
objectives and the right selection of participants. First,
because the level of management from which they draw
participants is so broad that selection will always be faulty.
Second, given the variability of human nature, there will
always be participants with low expectations in the program.
Rehfuss mentions that one of the problems of selection from a
practical perspective is at what point in an individual's
career is this type of training appropriate.

Malek [1974] discusses the experience of the Office of
Management and Budget in administering the management
development program in the federal government. He concludes
that management development in the government sector is
totally neglected, partly due to lack of support and
involvement of top managers in the development of their
subordinates. In addition, he mentions a lack of interest on
the part of some career executive's in their own development.

E - Conclusions

Similar to the experience of those in the private sector, public managers in management development programs find the experience to be valuable: they gain confidence in their jobs, realize career problems all public managers face, and develop a set of contacts in other government agencies. On the other hand, some problems persist: while training is usually seen as the only tool for management development, agencies tend not to make an effort to develop career plans for their managers. As a result of this lack of career planning, there are problems in the appropriate selection of participants and the participant's expectations in the program. In order to solve these problems, the Office of Management and Budget began a more aggressive strategy which included: a) requiring plans in each agency's budget for executive development; b) laying out specific short term development goals for a dozen major agencies; and c) establishing a pilot program of education and inter-agency working experience [Maleck 1974].

In short, although participation brings satisfaction to managers, in order for training to be more effective there is a need for organizational support of the training function. There is a consensus in the literature that management development programs cannot be seen as the only tool for development. However, there is a role that agencies can play in developing the managerial skills of their managers. Their role could include, for example, job rotation, mentoring and sponsoring of adult education programs and memberships in

professionals organizations. At the same time, management development plans must be developed for individuals, so that both the organization and the participant can place the training experience in the right perspective.

> I feel that training in managerial skills is badly
> needed. The single most important reason for managers
> lack of effectiveness, however, stems from the low
> employees morale, which in turn may be attributed to
> several factors, like:
> 1. Rules of the personnel system regarding hiring,
> firing, tenure, and promotions.
> 2. Lack of program continuity due to changes in
> administration.
> 3. Lack of formal organization (while most every
> program has its organizational chart, the actual
> organization quite often does not agree with the
> corresponding chart).
> 4. Request from higher echelons to interpret the
> regulations so as to facilitate a particular course of
> action; legitimate in most cases, somewhat doubtful in
> others, depending of course, on who does the
> appraisal.
> These elements, individually, can make situations
> quite difficult to deal with. Their interaction,
> however, turns sometimes the job of a manager into a
> very frustrating experience, especially at the middle
> and lower levels.
>
> Survey respondent

This chapter will discuss the different political and

institutional constraints in the Commonwealth which will

affect the successful implementation of the SETP. In the

first section, I will discuss why, given the current fiscal

crisis in the Commonwealth, the SETP must be implemented in an

efficient manner. In the second section, the Personnel Law

and its implications to the SETP will be discussed. For

example, a) how the classifications of trust and career has

affected the morale of the public employee and b) how the

diversity of agencies has resulted in the fragmentation of the

personnel function in the Commonwealth. The lack of a central

body with actual authority across agencies is highlighted as a

major problem for coordination of the SETP. In the third

section, I discuss the current training efforts in the

Commonwealth and how the lack of a strong training tradition

and clear policy guidelines on this matter will hamper the

support to the program. In the discussion of this section,

particular attention will be given to the Institute for

Personnel Development.

A - The Commonwealth of Puerto Rico - the Crisis of the Institution

The fact that public managers in the Commonwealth of

Puerto Rico will have to do more with less is a direct result

of the particular political status of Puerto Rico. As a

political formula, the Commonwealth was based on massive

transfers of federal aid and foreign capital. A discussion of

the political condition of Puerto Rico, may provide some

insight into the major problems which currently face the

Commonwealth.

In 1898, the United States defeated Spain in the Spanish-

American War and Puerto Rico was ceded to the United States as

part of the war settlement. Initially, a military government

ruled the island for two years. In 1900, the United States

shifted to a civilian government in which the Governor, the

Cabinet and a majority of the legislature was appointed by the

President of the United States. Local "autonomy" and thus,

local government did not develop in Puerto Rico until 1948,

which was the first year Puerto Ricans were allowed to elect

their own Governor. In 1952, the status of Puerto Rico was

changed from "territory" to "Commonwealth."

The meaning of "Commonwealth" or "Free Associated State", the literal translation of the Spanish "Estado Libre Asociado", is as ambiguous as its translation implies. The creation of the Commonwealth dates back to 1940, when the Popular Democratic Party (PPD), armed with a commitment to bring bread, land and liberty to the people, won control of the legislature. The party proposed a "third road to freedom" which would provide a short term solution to Puerto Rico's colonial status without involving independence or statehood [Cabranes 1979]. ([1])

The Commonwealth was created and Puerto Rico thus entered a political limbo in which it was neither a member of the United States nor an independent nation. How much local autonomy the political status allows the Puerto Rican government is a matter of debate. While Puerto Ricans can elect their own government, the administration is restricted in exercising its authority. The United States federal government has kept authority over such important matters as foreign affairs, immigration, export and import tariffs, customs, military service, communications and currency, just to mention a few.

Puerto Rico's economy is totally dependent on the United States; everything must be bought through the "mainland." Furthermore, the Commonwealth's local autonomy is comparable

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[1] Unless otherwise noted, the analysis on this section is based on Cabranes 1979.

to that of the states in the Union rather than to an independent country but perhaps facing higher constraints given the lack of congressional representation. Not surprisingly, Munoz Marin the PPD founder, acknowledged that this arrangement was an imperfect solution to the colonial status of Puerto Rico. He contended that the imbalanced relationship between Puerto Rico and the United States would need to be revised in the future. The definition of this relationship has shaped the different political movements in the island: those who want to become a permanent state of the United States, those who want to become independent from the United States, and those who want to keep the relationship the way it is.

The 1940's concept of the Commonwealth was an authentic expression of post-war American foreign policy. The prevalent treatment of Third World nations was to initiate rapid modernization based on American capital investments. Rapid industrialization and steady economic growth made Puerto Rico the "Showcase of the Caribbean." In the short term, the status of Puerto Rico not only served American purposes well but also allowed Puerto Ricans to retain what appeared to be mutually advantageous economic ties with the United States without loosing its national identity.

Declining private investment, the loss of American investments to foreign competition, and the growing social welfare system coupled with rising public spending brought the island close to a financial collapse in 1975. In the mid-

1970's, Puerto Rico's official unemployment rate reached 22%. The island has not yet recovered from that period.

Moreover, as a result of lobbying efforts from the different pro-Commonwealth and pro-statehood administrations, Puerto Rico began to take part in an increasing number of federal programs which gradually increased the Island's dependency. For instance, from 1970 to 1976, the total federal aid to Puerto Rico increased from $767 million to $3 billion. In the short term, this federal transfer of funds assisted the Puerto Rican government in establishing programs and ameliorating the impact of the recession. Federal expenditures served not only to stabilize the economy but also in maintaining the "mirage of economic affluence". In the long run, however, the transfer of funds has made the Island a welfare state with more than half of its families receiving food stamps. James Dietz contends,

> Reagan's budget cuts, however, have revealed just how ill
> designed the development strategy always was. From the
> beginning, Fomento's policies depended upon special
> treatment on Washington, including tax exemption and
> loopholes, (like the current Section 936), selective
> minimum wage exemption and increased federal funding.
> With Reagan's cuts, the liability of the economy to stand
> on its own -without substantial change- is at last obvious
> to all [Dietz 1982:503].

The implementation of the SETP, although badly needed, would represent an additional expense to the Commonwealth of Puerto Rico. As a result then, the Hernandez Colon administration must insure that the training model followed is effective and thus defensible. In addition the implementation must be efficient in terms of maximizing the use of available

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resources.

B - Personnel Administration in the Commonwealth

The administration of the Commonwealth has continuously changed since 1968. Except for a one two-term administration, the pro-Commonwealth and the pro-Statehood party have exchanged power after each election.

To understand the impact of these administrative changes in the public sector, it is necessary to discuss the Personnel Law and the different job classifications. The jurisdictional application of the Personnel Law is based on classifications of each particular position in the Commonwealth.

Trust and career classifications

The Personnel Law is based on ensuring the job security of public employees. Once an employee goes through a probation period, he or she is given permanent status as an employee. In order to remove the employee from the job, there must be just cause and a previous formulation of charges [ELA(k) 1984]. Job openings are available on a competitive basis to all applicants. In theory, the objective of the merit system is that everyone has the same opportunity to compete for a position. Since the merit system is based on an open system, once a vacant position is advertised, any person with the minimum requirements can compete for the job. The fact that the final selection is based on test results reflects the objectivity of the selection process. The "open" process is completed when a list of the finalists is submitted to the supervisor who requested the position to be filled. The

objective of the Personnel Law is to ensure that most
positions in the public sector remain open to competition so
that public service could attract all employees or outsiders
interested in the position. Conversely, the trust positions
are supposed to be limited to a small group of high ranking
officials in the public sector and their associates
[ELA(k) 1984].

The Personnel Law applies to those positions classified
as "career." On the other hand, the Personnel Law is not
applicable to those positions classified as "trust" which
involve either of the following situations: a) positions which
involved an ideological affinity with the agency head in order
to assist the agency head to implement public policy or b)
positions, which, due to the proximity and access to
confidential information, entail total loyalty to the agency
head. The best example in the latter case is the personal
secretaries of agency heads. The persons holding any of these
particular non-competitive positions accepted the
responsibility with the understanding that if there was a
change in either the political administration or agency head,
they could be requested to leave their positions [ELA(j)
n.d.].

In 1975, during Governor Hernandez Colon's first term in
office, a new Personnel Law was instituted. The new Personnel
Law provided that a person who previously held a career
position and is currently holding a trust position has the
opportunity to go back to that career position (or a position

of similar responsibility) in case of a change in either the political administration or agency head. [ELA(k) 1984].

Proliferation of trust positions

The trust classification serve as a loophole in the Personnel Law. The lack of clarity in the classification sparks massive employee lay-offs or removal of personnel with each change in administration. Very often these layoffs result in lawsuits brought against the administration initiating the employee firings. Courts have had to intervene not only to clarify the law but also to prevent massive firings of employees with each political change. These frequent changes in political administration have resulted in constant shuffling of public employees, in particular those employed in trust positions. Besides the programmatic discontinuity, the efficiency and morale of the public labor force has been severely affected, having a major impact on the performance of the Commonwealth as a governmental institution.

The proliferation of trust positions throughout the public sector has major implications for the career service in the Commonwealth. As the number of positions classified as trust multiplied, the ceiling for the number of career service positions has consistently decreased. Consequently, the opportunities for advancement in the public sector have been limited by the proliferation of trust positions, which has had adverse effects in the morale of lower level public service employees. Moreover, the spirit of the Personnel Law was already undermined since the group of positions which did not

fall under the merit system was increased rather than being limited to a small group [Cuevas Interview 1986].

Furthermore, during periods of high unemployment the public sector served as a major source of employment for the Puerto Rican population. According to Table IX, from 1970 to 1980 the number of government employees increased from 106,000 to 184,000, a net increase of almost 80,000 employees in a decade. As of last January, the Commonwealth employs 240,000 workers, almost a third of the total work force of the Island. In fact, according to a former director of OCAP, the Commonwealth is operating with about 80,000 more workers than it really needs [Ramirez 1986]. ([2])

According to Table X, 167,820 or 70% of Commonwealth employees occupy positions classified as career service. Meanwhile, 6,489 or 2.7% are classified as trust positions. The remaining positions, 28% are classified as "other" which includes categories such as transitory employees, personnel under contract, irregular employees and other positions which do not fall into any of the above classifications. In sum, a third of all positions in the Commonwealth do not belong to the career service. ([3])

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[2] Although there is an excess of workers, the current administration does not foresee any plans to reduce its labor force. Given the high unemployment in the Island, the current administration cannot afford to lay off workers [Ramirez 1986].

[3] My discussion is limited to both trust and career because these are the classifications contemplated in the study.

Table IX — NUMERO DE PERSONAS EMPLEADAS POR SECTOR INDUSTRIAL PRINCIPAL: AÑOS ECONOMICOS / NUMBER OF EMPLOYED PERSONS BY MAJOR INDUSTRIAL SECTOR: FISCAL YEARS

(En miles de personas - In thousands of persons)

	1970	1971r	1972r	1973r	1974r	1975r	1976r	1977*r	1978*r	1979*r	1980*r	1981*r	1982*r	1983*p	
TOTAL	686a/	699a/	738a/	745a/	744a/	699a/	678a/	691a/	722a/	735a/	753a/	759a/	719a/	703a/	TOTAL
Agricultura	68	61	58	49	52	47	44	40	36	36	40	38	35	37	Agriculture
Caña	18	13	12	11	9	9	10	8	5	5	4	4	3	2	Sugar cane
Café	12	12	9	9	11	9	8	6	6	6	8	8	7	9	Coffee
Tabaco	2	2	3	2	2	b/	b/	b/	b/	b/	b/	b/	b/	b/	Tobacco
Otras fincas	36	34	34	27	30	28	25	24	23	24	26	26	24	25	Other farms
Silvicultura y pesca	b/	b/	b/	b/	b/	b/	b/	2	b/	b/	b/	b/	b/	b/	Forestry and fishing
Manufactura, excepto trabajo de aguja en el hogar	132	132	142	139	141	130	126	135	145	146	143	141	134	131	Manufacturing, except home needle-work
Azúcar	7	6	6	5	5	4	3	5	5	4	4	4	2	2	Sugar
Productos de tabaco	5	5	6	6	7	6	5	4	3	3	2	b/	2	2	Tobacco products
Textiles y aguja en talleres	37	35	36	37	36	32	31	33	34	34	33	29	28	27	Textile and apparel
Licores y cerveza	3	3	4	3	3	3	2	2	3	2	2	2	b/	2	Alcoholic beverages and beer
Otras industrias manufactureras	80	83	90	88	90	85	85	91	100	103	102	106	102	98	Other
Trabajo de aguja en el hogar	b/	b/	b/	b/	b/	b/	b/	b/	b/	b/	b/	b/	b/	b/	Home needle-work
Minería	b/	b/	2	2	b/	b/	b/	b/	b/	b/	b/	b/	b/	b/	Mining
Construcción	76	81	80	78	77	65	50	40	41	44	44	44	36	30	Construction
Comercio	128	134	135	144	141	134	132	136	139	141	138	142	141	136	Trade
Al por mayor	13	16	19	18	19	17	19	18	19	20	17	19	18	18	Wholesale
Al detal	115	118	116	126	122	117	113	118	120	121	121	123	123	118	Retail
Finanzas, seguros, y bienes raíces	13	15	16	18	17	17	17	18	19	19	21	23	21	22	Finance, insurance, and real estate
Transportación	27	28	29	30	30	28	25	27	27	25	25	26	25	24	Transportation
Comunicación	6	6	7	6	7	7	7	7	7	8	8	8	9	9	Communication
Otros servicios públicos	12	13	13	13	14	14	12	12	12	13	14	15	14	12	Other public utilities
Servicios	116	117	126	125	123	114	114	119	128	130	135	137	132	132	Services
Servicio doméstico	15	15	13	11	10	9	8	8	8	7	6	5	5	6	Domestic service
Otros	101	102	113	114	113	105	106	111	120	123	129	132	127	126	Other
Administración pública	106	111	131	141	140	143	149	157	167	173	184	185	171	170	Public administration

r - Cifras revisadas a partir del 1971 para incorporar las estadísticas del Censo de Población de 1980.
p - Cifras preliminares.
* Se refiere a la población de 16 años o más.
a/ El desglose puede no sumar debido al redondeo.
b/ Menos de 2,000.

Nota: Promedio de 12 meses.

Fuente: Departamento del Trabajo y Recursos Humanos, Negociado de Estadísticas, Muestra de Vivienda.

r - From 1971 figures were revised to incorporate the 1980 Census of Population Statistics.
p - Preliminary figures.
* Refers to the population 16 years old and over.
a/ Figures may not add to total due to rounding.
b/ Less than 2,000.

Note: Twelve month average.

Source: Department of Labor and Human Resources, Bureau of Statistics, Household Sample.

Table X

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TOTAL NUMBER OF PERSONS EMPLOYED BY
THE COMMMONWEALTH OF PUERTO RICO
as of 12-31-85 (a)

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PUBLIC SECTOR (b)	CAREER SERVICE		TRUST SERVICE		OTHER (c)		TOTAL	
CENTRAL ADMINSTRATION	45,843	27%	3,114	48%	18,299	27%	67,256	28%
INDIVIDUAL ADMINSTRATION	64,000	38%	1,039	16%	26,933	40%	91,972	38%
MUNICIPALITIES	19,518	12%	930	14%	14,404	22%	34,852	14%
EXCLUDED AGENCIES	38,459	23%	1,406	22%	7,284	11%	47,149	20%
	167,820	70%	6,489	2.69%	66,920	28%	241,229	100%

Notes:
   a) Source: Central Office of Personnel, Commonwealth of PR.
   b) Public sector is defined those that work in government.
   c) Includes transitory, irregular, and contract workers.

The existence of definite career paths in a government structure helps to motivate employees to advance in their careers. In addition, the career path makes it clear to employees that their advancement depends on skills, experience and job performance. For the training purpose, a clear definition of levels for promotions helps the government to define training needs and requirements for each level of promotion [Ozgediz 1983]. Because of fragmentation of personnel affairs across different types of agencies the Commonwealth lacks a clear line of promotion. In addition, the proliferation of trust positions has limited the number of jobs to which the career person can aspire. Thus, it is not surprising that, as demonstrated by our discussion in Chapter II, most senior managers, particulary those in lower levels, are dissatisfied with the career development opportunities in the Commonwealth.

Different types of public agencies

The objective of the new Personnel law was to apply the merit system to all the Commonwealth agencies, the Central Office of Personnel (OCAP) was created have to coordinate the administration of personnel affairs throughout the public sector. The administration of personnel issues for all the agencies in the Commonwealth can be an overwhelming task, there are approximately one hundred organizations, which includes public agencies, public corporations, commissions and special offices. The public sector includes agencies providing social services such as the Department of Education

and other agencies involved in regulation or the promotion of development (e.g. economic development), staff agencies which provide support services to other agencies (e.g. General Services administration) and public utilities agencies (telephone, electricity, shipping, water).

In order to alleviate OCAPs' responsibility, the new law introduced the term "individual administrators". The agencies classified as "individual administrators" were designated as administrators of their own personnel affairs provided they follow the principles of the merit system. The law granted the Director of OCAP the authority to approve which agencies would be included under this category [Cuevas Interview 1986].

In short, with the implementation of the new law, there were three different types of agencies: Type A included those agencies totally dependent on OCAP in the management of personnel affairs; Type B included those agencies with the authority to manage their personnel affairs provided they follow the merit system; and Type C included those agencies totally exempt from the personnel law and totally independent from OCAP. The end result of having multiple types of agencies has been a fragmented personnel function in the Commonwealth. There are major differences across agencies in terms of job descriptions, levels of management, budgets, and other personnel issues. For instance, as part of my research I tried to obtain through OCAP a definition of entry, middle and senior levels of management across all agencies in the Commonwealth. The response was that there are is no clear cut

definitions of management levels across agencies [Morales Interview 1986]. The lack of clear guidelines on management levels will adversely affect the right selection of participants to the training program.

The Type A group includes approximately 38 agencies, and according to OCAP's statistics, they include 45,843 career positions and 3,114 trust positions. Forty-eight percent (958) of the public managers sampled in the Harvard study belong to this group. ([4])

Approximately 36 agencies are considered Type B agencies, i.e., individual administrators. Within this group of agencies, there are 1,039 positions classified as trust and 64,000 as career. Twenty-nine percent (434) of the senior managers polled belong to agencies within this category.

Type C agencies, or exempted agencies are comprised of approximately 27 agencies of which there are 1,406 positions classified as trust and 38,459 as career. Almost 30% (589) of the managers polled worked in agencies that belong to the C category.

In sum, although there is a Central Office for Personnel Affairs in the Commonwealth, its authority to deal with personnel issues is severely limited due to varying degrees of

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[4] The source of information for the number of job classifications by agency type is from a report issued by OCAP (See Table X). The number of agencies and the sample information was obtained from an analysis of Harvard's study sample (See Table XI a,b and c). The municipalities constitute another sector in the Commonwealth. However, for the purposes of this discussion, I have underplayed the role of this sector because it was not included in the sample.

autonomy exercised by each type of agency. The lack of a

central body which coordinates personnel issues across all

agencies will have major implications in the coordination of a

training program such as the SETP which attempts to deal with

all the agencies at the same time. Under these circumstances,

the academic center in charge of the training program will

have to deal with the particularities of each agency.

Table XI - (a)
P U E R T O   R I C O   P R O J E C T   S A M P L E   I N F O R M A T I O N

AGENCIES UNDER OCAP	TOTAL NUMBER	SAMPLE PERCENT	NUMBER REPLY	REPLY(%) AGENCY	REPLY(%) SAMPLE
Administracion de Correccion	4	0.2%	4	100.0%	0.3%
Administracion de Reglamentos	25	1.3%	13	52.0%	1.0%
Administracion de Servicios Generales	40	2.0%	25	62.5%	1.9%
Administracion de Servicios Munici.	12	0.6%	10	83.3%	0.8%
Administracion de los Sistems de Reti.	11	0.6%	9	81.8%	0.7%
Administracion del Deporte Hipico	10	0.5%	9	90.0%	0.7%
Comision Industrial de Puerto Rico	10	0.5%	7	70.0%	0.5%
Comision Puertorriquena de Gericultura	23	1.2%	5	21.7%	0.4%
Comision de Investigacion, Procesa.	2	0.1%	1	50.0%	0.1%
Comision de Servicio Publico	21	1.1%	14	66.7%	1.1%
Comision para Seguridad en el Transito	4	0.2%	2	50.0%	0.2%
Comision para Ventilar Querellas Mu.	1	0.1%	1	100.0%	0.1%
Corporacion Azucarera de Puerto Rico	7	0.4%	6	85.7%	0.5%
Departamento de Agricultura	19	1.0%	15	78.9%	1.1%
Departamento de Asuntos al Consumidor	10	0.5%	5	50.0%	0.4%
Departamento de Estado	16	0.8%	10	62.5%	0.8%
Departamento de Hacienda	89	4.5%	66	74.2%	5.0%
Departamento de Instruccion Publica	215	10.9%	144	67.0%	11.0%
Departamento de Justicia	55	2.8%	36	65.5%	2.8%
Departamento de Recreacion y Deportes	17	0.9%	9	52.9%	0.7%
Departamento de Recursos Naturales	31	1.6%	21	67.7%	1.6%
Departamento de Salud	28	1.4%	20	71.4%	1.5%
Departamento de Servicios Sociales	31	1.6%	18	58.1%	1.4%
Departamento de Transportacion y Obras	44	2.2%	32	72.7%	2.4%
Departamento de la Vivienda	38	1.9%	18	47.4%	1.4%
Departamento del Trabajo y Recursos	105	5.3%	75	71.4%	5.7%
Departmento de Comercio	18	0.9%	13	72.2%	1.0%
Junta Azucarera de Puerto Rico	4	0.2%	3	75.0%	0.2%
Junta de Apelaciones Sobre Construc.	4	0.2%	3	75.0%	0.2%
Junta de Libertad Bajo Palabra	4	0.2%	2	50.0%	0.2%
Junta de Relaciones para el Trabajo	3	0.2%	2	66.7%	0.2%
Junta de Retiro para Maestros	4	0.2%	3	75.0%	0.2%
Junta de Salario Minimo	3	0.2%	2	66.7%	0.2%
Oficina Central de Administracion	16	0.8%	12	75.0%	0.9%
Oficina de Exencion Contributiva	2	0.1%	0	0.0%	0.0%
Oficina del Comisionado de Seguros	10	0.5%	7	70.0%	0.5%
Oficina para el Desarrollo Humano	10	0.5%	4	40.0%	0.3%
Servicio de Bomberos de Puerto Rico	12	0.6%	9	75.0%	0.7%
	958	48.4%	635	62.4%	48.5%

Table XI - (b)
PUERTO RICO PROJECT SAMPLE INFORMATION

INDIVIDUAL ADMINISTRATORS	TOTAL NUMBER	SAMPLE PERCENT	NUMBER REPLY	REPLY(%) AGENCY	REPLY(%) SAMPLE
Administracion de Facilidades y Ser.	27	1.4%	19	70.4%	1.5%
Administracion de Fomento Agricola	6	0.3%	6	100.0%	0.5%
Administracion de Fomento Cooperativo	12	0.6%	6	50.0%	0.5%
Administracion de Fomento Economico	39	2.0%	30	76.9%	2.3%
Administracion de Servicios Agricolas	15	0.8%	12	80.0%	0.9%
Administracion de Terrenos	10	0.5%	7	70.0%	0.5%
Administracion de Vivienda Rural	19	1.0%	11	57.9%	0.8%
Administracion del Derecho al Trabajo	25	1.3%	14	56.0%	1.1%
Administracion del Fondo de Compensa	1	0.1%	0	0.0%	0.0%
Agencia Estatal de Defensa Civil	5	0.3%	4	80.0%	0.3%
Agencia de Financiamiento Municipal de	1	0.1%	1	100.0%	0.1%
Autoridad de Carreteras	49	2.5%	35	71.4%	2.7%
Autoridad para el Manejo de los Des.	1	0.1%	1	100.0%	0.1%
Comision Estatal de Elecciones	1	0.1%	0	0.0%	0.0%
Comision de Asuntos de la Mujer	3	0.2%	2	66.7%	0.2%
Comision de Derechos Civiles	2	0.1%	1	50.0%	0.1%
Compania de Fomento Recreativo	6	0.3%	3	50.0%	0.2%
Corporacion de Renovacion Urbana y	31	1.6%	17	54.8%	1.3%
Corporacion de las Artes Musicales	4	0.2%	1	25.0%	0.1%
Corporacion del Centro de Bellas Artes	5	0.3%	1	20.0%	0.1%
Corporacion para el Desarrollo Rural	12	0.6%	5	41.7%	0.4%
Corporacion para el Desarrollo y Admi.	7	0.4%	6	85.7%	0.5%
Departamento de Servicios Contra	21	1.1%	14	66.7%	1.1%
Instituto de Cultura Puertorriquena	20	1.0%	15	75.0%	1.1%
Junta de Apelaciones del Sistema	3	0.2%	2	66.7%	0.2%
Junta de Calidad Ambiental	13	0.7%	11	84.6%	0.8%
Junta de Planificacion	20	1.0%	13	65.0%	1.0%
Oficina Estatal de Preservacion Histo.	1	0.1%	1	100.0%	0.1%
Oficina de Asuntos Laborales	2	0.1%	0	0.0%	0.0%
Oficina de Asuntos de la Juventud	13	0.7%	9	69.2%	0.7%
Oficina de Energia	4	0.2%	1	25.0%	0.1%
Oficina de Oportunidad Economica	8	0.4%	6	75.0%	0.5%
Oficina de Presupuesto y Gerencia	29	1.5%	21	72.4%	1.6%
Oficina del Fiscal Especial Indepen.	1	0.1%	1	100.0%	0.1%
Oficina del Inspector de Cooperativas	6	0.3%	5	83.3%	0.4%
Policia de Puerto Rico	12	0.6%	5	41.7%	0.4%
	434	21.9%	286	58.7%	21.8%

Table XI - (c)

PUERTO RICO PROJECT SAMPLE INFORMATION

AGENCY NAME	TOTAL NUMBER	SAMPLE PERCENT	NUMBER REPLY	REPLY(%) AGENCY	REPLY(%) SAMPLE
INDEPENDENT AGENCIES					
Administracion de Asuntos Federales	5	0.3%	5	100.0%	0.4%
Administracion de Compensaciones por	22	1.1%	17	77.3%	1.3%
Administracion de Servicios Medicos	10	0.5%	9	90.0%	0.7%
Autoridad Metropolitana de Autobuses	10	0.5%	9	90.0%	0.7%
Autoridad de Acueductos y Alcantari.	27	1.4%	20	74.1%	1.5%
Autoridad de Comunicaciones de	26	1.3%	18	69.2%	1.4%
Autoridad de Edificios Publicos	19	1.0%	17	89.5%	1.3%
Autoridad de Energia Electrica de	17	0.9%	13	76.5%	1.0%
Autoridad de Telefonos de Puerto Rico	37	1.9%	17	45.9%	1.3%
Autoridad de Tierras de Puerto Rico	6	0.3%	4	66.7%	0.3%
Autoridad de las Navieras	5	0.3%	3	60.0%	0.2%
Autoridad de los Puertos	32	1.6%	18	56.3%	1.4%
Banco Gubernamental de Fomento Para	23	1.2%	12	52.2%	0.9%
Banco y Agencia de Financiamiento	7	0.4%	3	42.9%	0.2%
Comision para la Proteccion y Fortale.	4	0.2%	4	100.0%	0.3%
Compania de Desarrollo Comercial de	19	1.0%	13	68.4%	1.0%
Compania de Desarrollo Cooperativo de	5	0.3%	2	40.0%	0.2%
Compania de Fomento Industrial	13	0.7%	11	84.6%	0.8%
Compania de Turismo	15	0.8%	7	46.7%	0.5%
Corporacion Publica de Industrias para	1	0.1%	1	100.0%	0.1%
Corporacion de Credito Agricola	14	0.7%	10	71.4%	0.8%
Corporacion de Empresas Correccionales	2	0.1%	1	50.0%	0.1%
Corporacion para las Artes Escenicos.	3	0.2%	2	66.7%	0.2%
Fondo del Seguro del Estado	40	2.0%	29	72.5%	2.2%
Instituto Puertorriqueno de Artes e	6	0.3%	3	50.0%	0.2%
Oficina de Procurador del Cuidadano	3	0.2%	2	66.7%	0.2%
Universidad de Puerto Rico	218	11.0%	136	62.4%	10.4%
	589	29.7%	386	69.3%	29.5%
SAMPLE TOTAL (all agencies)	1,981		1,309		66.1%

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C - Training in the Commonwealth

Training as a function of personnel is directly affected by the particular organization of personnel affairs in the Commonwealth. There is no tradition of standardized or formal training program in the Commonwealth. The importance now given to training varies widely across agencies. At one extreme end of the training program spectrum, are some agencies that do not have a budget item for training needs; at the other extreme, agencies such as the Telephone Company have an in-house department of Managerial Development [Diaz Interview 1986;Frias Interview 1986].

The lack of a consistent pattern for the institutionalization of training presents serious obstacles for the implementation of a training program such as the SETP. The lack of centralization and coordination between training efforts across all the agencies in the Commonwealth is further aggravated by the fact that there is no formal information available concerning what kind of management training exists or how much is spent for this type of training in each agency. A more comprehensive knowledge of these facts could help the person implementing the program to identify those resources already existing in the Commonwealth, as well as to avoid duplications of other training programs.

The SETP is the first training program which focuses on the top levels of management in the Commonwealth. The fact that some agencies have no prior experience with the implementation of a training program further complicates the

coordination of such an effort. Thus, the SETP faces many
challenges during its implementation, including the problems
of coordinating a training program across all the agencies and
attracting managers at senior levels to participate in the
training program.

Institute of Personnel Development

The Institute of Personnel Development is the only
institution in the Executive branch of the Commonwealth that
attempts to serve the training needs of more than one
agency. ([5]) Based on this function, the Institute could be a
good resource for discovering potential problems in the
implementation of the SETP and helping in the coordination of
the SETP in those agencies the Institute serves.

The Institute was created in 1976 through Law #182 of the
Commonwealth of Puerto Rico concurrently with the new
Personnel Law's enactment. Among the Institute's
responsibilities are: to serve the training needs of the
Commonwealth agencies, to administer educational programs such
as scholarships, leaves of absence and tuition reimbursements,
to conduct research on the latest personnel techniques and to
introduce these techniques in the development of personnel

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[5] The Institute for Judicial Studies in the Courts
Administration Office gives continuing educational
opportunities to judges working in the Commonwealth judicial
system. Besides short courses in particular legal issues, the
Institute also provides orientation for newly appointed
judges. In addition, it has a bi-monthly publication and
provides research services for judges in the system. The
Institute was created in 1983 through an administrative order
from the Director of the Court Administration. For further
reference, in particular an explanation of the Institutes'
experience see Torres Torres, 1980 & 1986.

policy. According to regulations, the Institute director must assist OCAP's personnel director in the design of personnel policy which use the latest personnel development techniques [ELA(1) 1976]. The Institute was created during the last months of Governor Hernandez Colon's previous administration. According to the current director, changes in political administration only affected the training methodology employed by the Institute in its training programs [Frias Interview 1986]. However, the examination of budget allocation for the Institute suggests that there were major changes in support during this period. From 1976 to 1978, as Table XII demonstrates, the Institute's budget was cut almost in half. The operation of the Institute was indeed affected by changes in administrations, since one can establish that the reduction in resources severely limited its functioning.

Operating under a very limited budget, the Institute for Personnel Development offers both training to clerical and supervisory levels of management as well as other special programs. Most of the training sessions offered by the Institute are addressed to the entry and mid-levels of management. Although the Institute's initial objectives were to serve all agencies in the Commonwealth, in practice it serves mainly those agencies under the jurisdiction of OCAP. The director of the Institute has identified the inadequate budget coupled with the lack of importance given to training within the agencies as the greatest limitations to fulfilling the role of the Institute [Frias Interview 1986, 1987].

Table XII

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INSTITUTE FOR PERSONNEL DEVELOPMENT
BUDGET ALLOCATION 1976-86

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FISCAL YEAR	BUDGET ALLOCATION (a)	DIFFERENCE
1976-1977	$441,500	
1977-1978 (b)	210,005	($231,495)
1978-1979	216,000	5,995
1979-1980	240,000	24,000
1980-1981	133,500	(106,500)
1981-1982	106,529	(26,971)
1982-1983	188,058	81,529
1983-1984	213,058	25,000
1984-1985	250,000	36,942
1985-1986 (b)	$250,000	$0

Notes:
    a) Source: Hector Morales interview, 1986. Budget appropriation
       include tuition and training programs.
    b) Change in Governorship.

Other agencies, in particular those who are exempted from the provisions of the Personnel Law, have either in-house training departments or use outside consultants to develop training programs. A good example is the Puerto Rico Telephone Company (PRTC), which has its own training division with training directed to all levels of management. In fact, this agency has an annual budget of $500,000 for management development programs and plans to build a Training Institute which will accommodate all the training facilities of the company [Diaz Interview 1986].

While the training budget of the Puerto Rico Telephone Company is $500,000, the Institute for Personnel Development currently have a budget of $250,000 which must accommodate the training needs and scholarship programs for approximately thirty-six agencies [Diaz Interview 1986;Morales Interview 1986;Frias Interview 1987].

In spite of its limited scope, the role of the Institute in ensuring the success of the SETP should not be underestimated. The importance of the Institute is based on the following attributes: a) it is the only institution serving all different types of agencies; b) its clients are the subordinates of the senior managers that will attend the SETP; c) some of the Institute's current programs could very well be used to market the concept of the SETP in other agencies.

As the only institution serving the training needs of a varied group of agencies at the same time, the Institute as a

model should be further studied. In particular, its effectiveness in serving different agencies and coordinating the training program across all these agencies should be evaluated. This recommendation does not imply that the set-up of the SETP should replicate that of the Institute, but that the Institute could shed some light on the potential coordination problems of a training program which attempts to serve all agencies simultaneously.

Critics of this view might argue that the Institute is totally irrelevant to the SETP because it only serves the lower levels of management. An yet, as mentioned before, top managers depend on their subordinates to implement top level decisions. In order for training to be effective, one has to train the entire range of the managerial levels. Therefore, the effectiveness of the Institute in training the lower levels of management is very important for the eventual success of the SETP. While this research cannot evaluate the effectiveness of the Institute in training the lower levels of management, it is critical to recognize the centrality of lower level management to the success of the SETP.

Among the Institute's offerings are two programs that are of special interest to this study. First, there is a training program designed for the personnel directors of agencies with the objective of upgrading the personnel function to include a more comprehensive vision of personnel development. Second, there is a program specifically addressed to the coordinators of training; its objective is to develop groups of training

coordinators to be better informed on training issues [Frias Interview 1986]. These initial efforts could potentially be strengthened and incorporated in the implementation of the SETP. The first program could help to market the idea of training, and the latter could contribute to establishing networks necessary for the implementation of SETP. For example, the training coordinator could be the first contact in each agency needed to market the SETP across agencies. In addition, the training session for personnel managers could further help to market the importance of training in the personnel function.

Although the importance of the Institute has been highlighted, it should be taken into consideration that the Institute mainly serves those agencies under OCAP's umbrella. In regards to the other two thirds of the Commonwealth, it is necessary to determine what training programs are being offered at the different management levels and how the SETP could be integrated into these efforts. According to section 10.8(3) of the Personnel Law regulation, all the agencies in the Commonwealth must submit an annual report on the training activities that have taken place during each year. In spite of this legal mandate, according to the Institute director, only those agencies under OCAP's responsibility actually file an annual report [ELA(k) 1984;Frias Interview 1987].

D - Conclusion

First, the Commonwealth of Puerto Rico, is in several aspects, a fragmented public sector. There is a division between the trust and career service personnel. While the animosity between political appointees and career service people is very common to every public sector, the particular problem in Puerto Rico is that the proliferation of trust positions has severely limited the opportunities for advancement in the career service. The structural limitation for advancement has created major morale and motivational problems for career service employees and lower level managers. As opposed to training efforts, a major structural change in the Personnel Law may be a more appropriate solution to this problem. Nonetheless, its impact on the effectiveness of the SETP must be considered.

The program's aim to improve top levels of managers without any similar effort at lower levels is applying a "trickle down" approach to the training function. In fact, it seems that the program may be demanding too much from the Puerto Rican senior managers because they are expected to be efficient in an organization which prevents them from being so.

Second, the Commonwealth is fragmented in the management of the personnel function. There are more than one hundred agencies in the Commonwealth, each with its particular organizational problems. The agencies are divided into three major groups:

a) those that are under OCAP's jurisdiction; b) those that have individual administration with regards to personnel affairs but must abide by Personnel Law provisions; c) those that are totally independent from both OCAP and the provisions of the Personnel Law; and d) the municipalities. The lack of a strong personnel agency backed by a Personnel Law applicable to all agencies has effected the authority of OCAP to set rules across all agencies.

Training as a personnel function has been affected by the fragmentation of the personnel affairs administration in the Commonwealth. There is a wide disparity across all Commonwealth agencies in their training efforts. This lack of consistency clearly reflects that training is not a priority across all agencies; therefore, one could expect a fragmented support for the training program.

There is also a lack of information regarding the kind of training each agency is offering to its employees. There is no comprehensive information regarding whether or not the agencies fulfill the training needs of its employees. The legal mechanism requiring agencies to submit this information on an annual basis to OCAP was enacted with the new Personnel Law in 1975. However, only those agencies under OCAP's jurisdiction are actually complying with this requirement. After this information is gathered, there is a need to determine the relation of the SETP to other management development programs either administered or financed by other public agencies.

In fact, these agencies under the jurisdiction of OCAP, because of their dependence on the Institute of Personnel Development for the approval of their training budgets, could be the exception to the aforementioned observation that there is a lack of information on training efforts. Since the Institute serves these agencies, there is comprehensive information (or at least a source of information) on training needs and offerings for the agencies under OCAP. This is a group of agencies that due to their direct relationship with OCAP are in a better position to coordinate and implement the training goals of the SETP.

The Institute of Personnel Development is a source of possible lessons for the implementation of the SETP for the following reasons: a) its initial objectives of serving all agencies in the Commonwealth in practice has been limited to merely serving those agencies under OCAP's jurisdiction; b) it was created months before a change in adminstration and it has been able to survive the administrative shift, although its budget was severely cut; c) as the only training center in the executive branch attempting to serve a group of agencies simultaneously, its experiences must be reviewed.

Finally, an overriding concern in any public sector program is how to insure its longevity during administrative transitions. In the case of Puerto Rico, this is a particular important factor, since the strength of both the pro-statehood and the pro-Commonwealth movements indicate continued frequent transitions in political administrations.

V - UNIVERSITY BASED PROGRAMS AND THE IMPLEMENTATION LITERATURE

> It is important to note that the issues and concerns evoking the greatest agitation and debate among the designers and instructors centered not on tactical questions of program content and delivery but rather on the global, strategic questions of administration and support. Inevitably, developing the specific instructional content and delivering the case and exercises became the least difficult and least challenging issue faced by the designers and instructors.
>
> [Parke 1981:72]

In the first section of this chapter, I will analyze the particular characteristics of the public sector and the public management profession which inhibit or favor the implementation of a management development program. In the second section, through the review of the literature on implementation, I discuss why the university-based model has severe limitations in coordinating the implementation of a training program. Based on the same literature, solutions are explored which strengthen the particular arrangement of the university-based program. In a concluding section, I will relate this analysis to the implementation of the SETP in Puerto Rico.

A - Public Managers and the Public Sector - Its Implications for the Training Function

The training of managers in the public sector presents additional barriers to those faced by managers in the private sector. These barriers are a result of the unique characteristics of the public sector. Golembiewski identifies particular factors contributing to the resistance that any

organizational development program faces in the public sector:

a) the public sector is an open system in which there are powerful external groups, such as the legislature, media, and interest groups, which may upset any planned organizational change.

b) the great diversity of government agencies, which often compete and conflict with one another, poses particular difficulties to the design of a development program which is applicable to the entire executive branch, in particular when each group has different sets of interests, reward structures and values.

c) the line of command in the public sector, especially where political and career levels blend, is characterized by competing identifications and affiliations. As a result, there is a fragmentation of the line of command.

d) A development program with appealing goals to both political and career executives is difficult to define.

Golombiewski [1969] argues that organizational development programs require that political appointees and career service employees work together in the achievement of common goals. He mentions one dilemma that any program faces: the determination of the level at which to begin the program. The usual assumption is that it should begin at the top because it is at this level that power is concentrated. Even though that is usually the case, it is also at this level where more frequent changes of personnel occur. In addition, the resistance of career service personnel is more likely to

happen when the implementation begins at the top. On the other hand, beginning the program at lower levels, where career service personnel are found, maximizes the chances of permanent support for the program. A disadvantage to this "bottom-up" strategy is that the program may encounter resistance from the executive levels. Golembieski concludes that the ideal situation is to try to reach both levels at the same time.

The characteristics of public managers and their environment present additional problems for the implementation of a training program in the public sector. Allison [1982] establishes some of the characteristics of the public manager which, briefly summarized, are the following: they have a short term perspective, dictated by both the political calendar and the appointed nature of their office; there is a lack of clear guidelines on how to measure the public manager's job performance; the public manager confronts a public sector divided between civil service employees and political appointees, as well as the usual animosity between the two; their job functions tend to be more exposed to the public, so that their positions are more vulnerable to outside scrutinity; the public manager must develop a coalition of supporters in order to deal effectively with the combined pressures presented above.

Based on Golembiewski's and Allison's articles, next section examines the implications of their observations for a management development program in the public sector.

Short term perspective vs. long term effect of training

The difference in time perspectives of participants and trainers adversely affects the development approach of a training program. The short time perspective of the manager contradicts the vision of the developmental approach because the results of any training program take time to materialize. More importantly, a management development system requires an organizational response, which takes a longer period of time to implement in public agencies.   As Joseph Bower states:

> One reason public senior executives find it hard to mobilize resources in order to achieve objectives is that time horizons are short, but institutions responses are long.... The agency head is unlikely to have the time, the information, or the ready control of incentives to redirect the efforts of operating levels of the organization [Bower 1977:137].

In fact, Kelly [1976] identifies this contradiction as one type of resistance to executive development in the public sector. He argues that the short term approach in the public sector does not allow public officials to identify or deal with problems before they become crises. This crisis approach is in opposition to the management development principle of taking preventive measures to meet the managerial needs of the organization.

A short term horizon might affect the urgency that the participant attributes to training. For example, even though many managers may be willing to be trained, some might never find the time to attend training because they may feel that there are always more urgent matters to attend to. A short term perspective helps explain why the training directors

interviewed for this study felt that the major problem in recruiting top managers, such as agency heads, commissioners, and deputy commissioners was the time limitations placed on managers [O'Neil Interview 1986;Rodriguez Interview 1986].

Political Appointees and Management Development

The short duration of service of high ranking or trust public managers presents additional problems to the establishment of a management development program. For the training director, the question is how to develop the management skills of managers who are political appointees and who therefore must leave the organization if there is a change in the administration (possibly every four years). The training program needs to address the particular transitory needs of managers who are political appointees.

The short duration of their service is not the only factor preventing political appointees from attending training. Managers who are appointed often believe that they know everything about how to do the job, a misconception which prevents them from accepting the need for training. The underlying assumption is "that the person you hire is equipped to do the job at full efficiency now and forever more" [Holtz 1981:42]. The short duration of public service also affects the building of coalitions, since the support achieved during one administration might be lost with a new administration.

Openness of the public sector and the legitimization issue

The training program will have to be legitimized in the public eye since the public sector is vulnerable to public

scrutinity. Training is sometimes hard to justify because it is often seen as a superfluous activity or an expense which could during periods of scarce resources. The openness of the public system to outside forces brings with it an important role for the press and media in the building of support for the training program. Positive press coverage actually helps the credibility of the program thereby making the recruitment easier [Bower, 1977].([1])

Coalition building and the training director's job

The importance of coalition-building for the existence of the training program cannot be underestimated. As previously discussed, the training director continually has to market the training idea in his or her organization due to the perception that training is a luxury rather than a need, a perception is reinforced by the lack of a line of authority associated with the director's position in the organization.

All training directors must depend upon outsiders for money, technical resources and, more importantly, the supply of participants for the program. The training director's control or lobbying function has particular relevance to the success of the training program given the importance of coalition building in the public sector and the dependence of the training program on outside resources. In short, training is not seen as a priority in the public sector. The concept of comprehensive management development is foreign to the

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[1] Although in this case Bower was referring to the recruitment of personnel, the comment could well be applied to the recruitment for the training program.

crisis management approach associated with the public sector. Those public managers who see themselves as transient, such as political appointees in the public sector, are very likely to disregard the importance of the training function. This is a particularly important realization for a comprehensive program addressed to the senior levels of management, since it is at this level where political appointees will be found.

Because there are conflicts between the long-term management objectives and the short duration of service of political appointees, there are two major implications for a senior management training program. First, if the attitudes of senior managers is negative, the recruitment for the training function will be affected. Second, since the training depends on organizational activities for its success, their lack of interest will very likely affect the development of policies aimed at supporting the training function. The training director's visibility, leadership and credibility could improve the adverse situation. Nonetheless, his or her ability to obtain adequate resources, money, etc. might be limited. The training director's lack of power in dealing with the entire bureaucracy is a major limitation in the lobbying function, a particularly important constraint in the case of a university-based programs.

B - Implementation Literature and Management Development

<u>University-based programs</u>

Kelly [1976] conducted a survey on the management development programs of different states in the Union. His findings on the organizational arrangement of the training program confirm the problems confronted by governmental training institutes established in universities. There are basically four kinds of organizational arrangements providing management training in the public sector;

a) an isolated course offered once by a university, government agency or a particular contractor. This arrangement is usually based on an expressed need by a sector in the public government.

b) a course run by a particular government agency open to all employees and offered recurrently

c) a government institute which is usually university-based

d) a decentralized set-up in which local universities offer a training program.

Given these alternatives, the most popular is to assign the training program to a government institute which is commonly based at a university. The university-based government institute provides flexibility, independence and prestige to the training program. This set-up, however, may have two disadvantages. First, the program may not be able to effectively coordinate the training across all the public agencies and second, it might lack the direct support from the

state government. The findings of the study suggest that although there are advantages in placing the program in a university, provisions must be made to strengthen the ability of the governmental institute to both coordinate the program across agencies and to get the support of top government management.[2]

The more recent experience of the state of Washington further shows these kind of shortcomings in the university-based model:

> In some instances agency commitment to the candidate
> was less evident, contributing to absence or lack of
> preparation by a number of participants. Agency
> commitment to supporting consistent participation
> makes it more likely that participants prepare for the
> sessions and can regularly attend... Also, support by
> an agency means that participants will more likely be
> able to apply what they learn in a supportive
> environment. Without opportunities to apply their
> knowledge, the investment in training is diminished.
> Thus, agency support and careful screening by the
> agency and by the program are important to the

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[2] A more current survey on management development programs conducted by the Governor's Office of the State in New York, reports that due to cost-effective measures there is a growing tendency to shift the delivery of the training from the universities to in-house personnel divisions. Nonetheless, there are some states which still contract universities for both the development and delivery of the training. In addition, the budget cuts have forced the professionals in charge of training programs to look for alternative methods to increase the efficiency of the programs.

The following are some of the measures taken by different states to lower the costs of training, according to the survey: 1) bigger reliance on needs assessment to focus on the elimination of unnecessary costs and to make sure that participants are in real need of the program. 2) innovative use of volunteer-basis faculty drawn from the work force and the educational institutions 3) structuring of the program regarding specific job tasks [NY(b) 1983].

See also Lee 1985 and Holtz 1981 to find out how state and local governments are dealing with training during fiscal austerity.

program's usefulness [Washington 1985:2].

In one of the few available articles which describes the actual implementation of a management development program in a jurisdiction, E. Lauck Parke comments that the major problems and concerns of implementing the management development program in the state of Vermont were related to the issues of administration and support. "The vital need to have the organization overtly reaffirm its commitment to the program was frequently raised by members of the design team" [Parke 1981:72].

Problems may arise also when the relationship between the university and the state lacks a clear definition of authority and accountability. When this line of authority is not clear, difficulties surface during the implementation. The Vermont experience illustrates this problem:

> The difficulty of clarifying the Governor's expectations for management development in Vermont made program development and delivery difficult. With both the State and the University involved, organizationally, there developed much ambiguity as to who had the power and authority to implement program decisions. Despite formal contracts, confusion often prevailed [Parke 1981:72].

In the same article Parke concludes that the program should be run by the state since it is the state which is ultimately responsible for the effectiveness of the organization. In New York and Massachusetts, the governments are in charge of running the program. Both training units are in charge of selecting, contracting and deciding what are the needs and the content of the program. Even though both jurisdictions utilize local universities, and faculty members

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to develop the training programs, it is the governmental unit and not the university which ultimately makes final decisions on program content. The professionals of both jurisdictions expressed the importance of having the program based in the government, in particular because the training program is then connected directly to practice [Rodriguez Interview 1986; Killian Interview 1986;O'Neil Interview 1986]. This observation does not suggest, however, that the person or institution hired has no input in the process, but rather that the ultimate decision still rests with the government unit.

The weakness of the university-based institution to coordinate a program in a jurisdiction is confirmed in the literature of implementation.

The implementation literature and the university-based program

Earlier in the chapter, I mentioned that training, although considered a good idea, may not be a priority among public managers. Pressman and Wildavsky [1984 argue that sometimes it is not the agreement on an idea but rather the different degrees of commitment from each party which prevents the successful implementation of a program in the public sector.

> We provide a list of reasons why participants may
> agree with the substantive ends of a proposal and
> still oppose (or merely fail to facilitate) the means
> for effectuating it.
> 1) Direct incompatibility with other commitments
> 2) No direct incompatibility, but a preference for
> other programs
> 3) Simultaneous commitments with other programs
> 4) Dependence on others who lack a sense of urgency in
> the program
> 5) Differences on leadership and proper organizational
> role

6) Legal and procedural differences
8) Agreement coupled with lack of power
[Pressman and Wildavsky 1984:99-102]

The institutionalization of the public program is often used as a means to provide quick access to all those resources needed for the implementation of a program. Pressman and Wildavsky argue that to avoid problems in the implementation of public program, administrators often try to institutionalize programs by going outside the bureaucratic mechanism. In this case, institutionalization helps to insulate the program from the fragmentation caused by competing political interests in the public sector.

The following methods are used to circumvent the bureaucracy:

a) establishing a new organization which allows managers autonomy in setting their own rules for hiring people and developing novel patterns of operation that facilitate the implementation of new activities.

b) creating an independent commission or semi-independent board

c) creating a new bureau

d) establishing a special arrangement to free the administration of a program from the usual internal bureaucratic constraints [Pressman and Wildavsky, 1984].

Pressman and Wildavsky argue that a special arrangement can have several shortcomings: The other units of the organization may request this special treatment as well; if the arrangement has positive results. Similarly, the other

members in the organization could resent the special treatment
for some programs and refuse to cooperate by withholding their
share of resources needed for the success of the program.

Major problems also arise when the efforts to avoid the
bureaucracy, conflict with the bureaucracy itself. For
example, the purpose of the special arrangement is to
accomplish tasks in a faster way, but when forced to deal with
the bureaucratic structures of the rest of the government
agencies, the process becomes suddenly slower and more rigid.
This is very likely to happen in a university-based program
when this special institution tries to implement a training
program for managers working in different bureaucratic
structures.

The special arrangement usually takes the form of a
transitory structure which is not expected to last. As
Pressman and Wildavsky describe the institutionalization of
their case study in Oakland;

> The idea of creating a nonbureaucracy within a
> bureaucracy was strictly a one-time short-run theory.
> No one expected it to last. It was designed to get
> something done in a hurry, after which it would
> presumably be all right for events to take their
> usual course. But that very short-run orientation-get
> it fast, get the job done, move out, turn it over to
> the bureaucrats-suggests an orientation to time that
> is unlikely to coincide with the requirements of a
> program designed to make a permanent and significant
> decrease in minority employment [Pressman and
> Wildavsky 1984:131-132].

More recent works on implementation by Bardach as well as
Mazmanian and Sabatier present a more positive attitude toward
the capacity of the public sector to implementing public

programs. Both pieces of literature identify other factors of importance, such as the development of support from constituents, the structuring of the statute or program that is implemented and the skills of the officials of the agency in charge of the implementation.

Bardach, in his innovative work on implementation, states that different groups are brought into play when a policy or a program is set in motion. Each independent party has in its hands different resources needed to set the policy or the program in motion. Once the parties are brought together, the typical implementation games take place, the latter based on the resources each party has. In order to cope with the implementation games three major categories of remedies are suggested by Bardach;

    a) field level mediation and persuasion

    b) using the power of the mandate

    c) preventive strategies at the policy design stage

"Organizational development" --allowing those resistant to change to adapt the program's offerings to their own organizational context and setting -- falls under the first group. Also in this group is the act of negotiating or sitting down and talking with all the parties involved to determine what each party is willing to give up and contribute to the implementation process.

The second group of remedies includes the creation of the project management position as a way of concentrating in one person the power and the responsibility of implementing the

program. This group also includes the involvement of "political fixers" in the implementation process to give additional authority to the project manager. These "political fixers" are usually influential legislators or top political appointees who are intimately associated with the adoption of the policy.

The following measures are suggested among the preventing strategies at the policy design stage;

a) the basic social, economic and political theory behind the policy must be reasonable and sophisticated

b) a simple administrative strategy must be selected which depends as little as possible on bureaucratic processes [Bardach, 1980].

Mazmanian and Sabatier attempt to identify and explain a set of conditions under which a policy, that seeks a substantial departure from the status quo, can achieve its specific policy objectives. The following statements summarize the appropriate conditions and my observations regarding their application to the university-based program;

> Condition 1 - The program is based on a sound
> theory relating changes in target group behavior to
> the achievement of the desired end-state (objective).

Regarding the theory of the relationship of training to performance improvement, one could argue that the university-based program is weak on this score. In chapter II, I discussed the problems, in evaluating the effectiveness of training programs and how the literature has been very vocal about this need. The weak relationship could well be an

indication on why there are so many difficulties in the marketing of the training idea in the public sector. The relationship is weaker when training is wrongly used, as for example as, when training is seen as the solution of a problem that goes beyond the participant's control.

> Condition 2 - The statute or other basic policy decisions contains unambiguous policy directives and structures the implementation process so as to maximize the likelihood that target groups will perform as desired.

In order to structure the implementation of a university-based program there is a need to determine the relationship between the center and the government. It is particularly important to determine the authority of the university regarding program structure and content. In addition, the relationship of the program to the other agencies in the public sector must be defined.

> Condition 3 - The leaders of the implementing agencies possess substantial managerial and political skill and are committed to statutory objectives.

According to the discussion of management training programs in Chapter 2, the university's hosting a program adds prestige to the program. Following Mazmanian and Sabatier's conditions for implementation, prestige is not the only requirement to choose a university; the political and managerial skills of its leaders should be considered as well.

> Condition 4 - The program is actively supported by organized constituency groups and by a few key legislators (or the chief executive) through the implementation process, with the courts being neutral or supportive.

The best group of constituents in any training program is a satisfied group of participants. In a training program that

is being implemented this group of constituents has not been

developed; therefore the program should seek support from

other quarters, such as legislators or the chief executive.

> Condition 5 - The relative priority of statutory
> objectives is not significantly undermined over time
> by the emergence of conflicting public policies or by
> changes in relevant socioeconomic conditions that
> undermine the statute's "technical" theory or
> political support [Mazmanian and Sabatier, 1979;3-
> 35].

The priority of training will definitely be affected

during times of economic hardship since training is usually

seen as a luxury in the public payroll. According to a study

done by the state of New York only programs with strong

executive or legislative support have not been substantially

hurt by budget cuts [New York(b) 1983]. In sum, the review of

the literature reveals that there are different approaches

available to strengthen the special-arrangement set-up of the

SETP: associating the training program to "fixers" or

influential leaders of the public sector; and/or writing a

regulation that clearly stipulates the implementation process

and the responsibility of each party.

C - Conclusions

Pressman and Wildavsky's analysis of the circumventing of

the bureaucracy is of special interest since it was this type

of special arrangement that was recommended in the Harvard

report on SETP:

> If the administration of the program is based at the
> Rio Piedras campus of the University, or any other
> large existing institution, it should be organized as
> a special free-standing entity so that it can be

extremely flexible in establishing the format, developing the curriculum, hiring faculty, inviting participants and in making whatever changes might be advisable at any time. The training program must have the freedom to experiment and modify without going through the typical university or bureaucratic procedures. The director needs to have considerable operating discretion to respond quickly to changing needs and opportunities [Alonso-Velez et.al., 1986;78-79].

The discussion suggests that in the case of Puerto Rico a free standing institution located in any of universities may still face major problems when dealing with the rest of the bureaucracy. This is particularly true for Puerto Rico, where there is no agency coordinating a personnel function across all agencies. Therefore the training director will be dealing in a one-to-one basis with each bureaucratic agency, which will probably slow considerably the implementation process. One must find ways to strengthen the institutionalization of the SETP program so that the free-standing institution can coordinate more effectively the training program from its base at the university.

The recommendations presented in the Harvard study already provide for some of these measures. The advisory board for the institutionalization of the SETP in Puerto Rico could well be the "fixers" in the development of support for the training program. Furthermore, the participation of other universities in the implementation process would provide a ready group of constituents. Since the universities will be receiving additional funding for their participation in the SETP, it is to their economic advantage to keep the program going. Once the program begins and is successful, the participants will

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become the group of constituents pushing for the existence of the training program.

Although the advisory board and the other universities will serve to develop support for the training program, their responsibility to the program must be clearly defined. In fact, the implementation of the SETP could actually be chaotic if the wide-base support is not structured in some way. This is particularly important when there are several universities competing for the limited resources of the program.

In short, the institutionalization of the university-based arrangement and the position of the training director must be strengthened in two ways; through the program's relationship to other governmental agencies outside the university and through the training director's relationship to other parties involved in the implementation.

In the short term, the best option to strengthen the authority of the person responsible for the implementation of the training program may be the direct sponsorship of the program by the Governor's office.

As Rein and Rabinowitz explain, the implementation of any program with the support of the top executive will receive top priority, insuring adequate resources and a fast implementation.

> Under these circumstances the executive office will
> review the regulations, set down clear deadlines for
> developing the guidelines, and assign loyal and able
> civil servants to the task of implementation, all the
> while bypassing the established bureaucracy if
> necessary [Rein and Rabinowitz, 1977;32-33].

The sponsorship of the Governor's office will not only give more authority to the implementing agency; it will also give additional prestige to the program. This recommendation should not present major problems to the Governor's office since it was this office that initiated the Harvard study.

In fact, the direct sponsorship of the chief executive has been a determinant factor in creating or sustaining interest in management development programs in most of the jurisdictions I have studied: Vermont [Parke 1981], New York [Rodriguez Interview, 1986], North Carolina [North Carolina 1978], and Massachusetts [O'Neill Interview, 1986]. A constraint presented by this strategy is that the initial sponsorship of the Governor's office might be a long-term political liability if a new administration takes a different view of the training program. On the other hand, the experiences of other jurisdictions do not suggest that sponsorship by the Governor's Office is a serious threat to the viability of the program.

Although it is impossible to predict what would happen to the SETP if there are changes in political administration, the experience of the Institute of Personnel Development suggests that even though the training program might not disappear the budget allocation would be affected. This signals that in order to help guarantee the stability of the program, ways must be found to protect it as much as possible from the effects of partisan politics in the long run.

The literature suggests that the drafting of a law or

regulation could be the first step in this process. The enactment of a law would legitimize the program and insure its long term existence. In addition it would represent an overt commitment by the administration to support the training function. However, under the present institutional arrangements drafting such a law would not be an effective alternative for the Commonwealth, since there is no strong central body with power to insure compliance across all agencies. Given the current structure, the only organization that could have this function would be the Governor's Office.

Even though I recognize that these limitations exist in the Commonwealth, I still think that enacting a law would be the best way of insuring the program's existence, since it would shield the latter from possible changes in political administration. Such a law should include provisions for the following; a) how the budget and resources needed for the existence of the program will be allocated; b) how the university sponsoring the program will relate to both the State and the other agencies, and c) how compliance with the law is going to be monitored.

VI - PROBLEMS AND STRENGTHS OF THE SENIOR EXECUTIVE PROGRAM IN PUERTO RICO

> Without question, a state faces potentially
> significant pitfalls and start-up costs in attempting
> to adopt a management development program. Further,
> lip service and good intentions are clearly no match
> for those potential dilemmas.
>
> [Parke 1981:73]

Based on the analysis provided in the previous chapters, I have identified those factors which I consider to be the most problematic in Puerto Rico: time constraints and lack of organizational support of the training program. In exploring both issues, I will discuss those factors which are considered either liabilities or assets in overcoming these particular limitations. In addition, whenever applicable, I bring into the discussion the experience of other jurisdictions. In the last section, I conclude that, although the recommendations of the Harvard study would have to be modified somewhat to adjust to the particular conditions of Puerto Rico, the program should nevertheless be implemented during the tenure of the present administration, since the latter has already expressed keen interest in such a program.

A - Time Constraints

As a result of the fact that the Harvard program is tied to the present administration which, with the impending political campaign may soon change, severe time constraints are placed on the implementation of any training program. Thus, particular consideration should be given to how a

training program can actually be implemented in an efficient, non-partisan, and timely manner. In Massachusetts, it took two years to initiate the program after the first needs assessment was completed [Killian Interview 1986]. In New York, it took one year just to develop a set of cases relevant to the New York experience [Rodriguez Interview 1986]. In Vermont they tried to secure the funding of the program and deal with promotion and selection at the same time that curriculum was developed. The attempt to both design and implement a program simultaneously was one of the factors that adversely affected the Vermont experience [Parke 1981].

Since the next election in Puerto Rico is less than two years away, there would be additional pressure on the people who would be responsible for implementing the program. This period is made even shorter if one considers that the political campaign is likely to consume the time of many top level managers. Furthermore, in a period of less than two years the program must develop the credibility and level of support needed to survive a change in political administration.

Lack of training tradition

Because the SETP is a new concept, much time must be spent assembling and coordinating resources; this would have to include extensive lobbying to legitimate the program in those agencies which might be resistant to the idea. The fact that the Puerto Rican government is operating under a tight budget could ultimately have an adverse impact on the attempt to

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legitimize the program because many agency heads will have other priorities on their agendas. However, the fact that the plans for the program originated at Harvard, coupled with the participants' willingness to engage in it are two assets in the legitimization of the new concept.

Credibility and legitimization of the program

The fact that Harvard University launched the first phase of SETP will validate the need for training and give additional credibility to whichever version of the program the Commonwealth finally implements. In addition, as discussed in the previous chapter, the Advisory Board not only enhances the credibility of the program, but helps the training director to build coalitions across party lines. This non-partisan aspect of the Advisory Board will eventually help the program to establish contacts with potential political allies in case there are changes in the political administration. Participation of various universities will also help to create the initial coalition that the training director needs for the implementation of the program. The Advisory Board and other universities' representatives will either be the "fixers" or the links to "fixers" in the legislature. Hiring an outside consultant, as recommended in the report, will be another source of credibility, particularly if this consultant is associated with a prestigious university.

Survey respondents willingness to participate

Given the problems that other jurisdictions have faced in recruiting top officials to the training program, the

potential participants willingness to be trained should not be underestimated. In short, while the training director will undoubtedly have to lobby many of the agencies to obtain their support, the Harvard report is perhaps the best tool he or she will have in order to market the program. In addition surrounding the program with influential people would enhance its visibility in the Commonwealth.

Trust and career classifications - where to begin?

The problem of possible upcoming change in political administration raises the question of what level of senior management the program should first address. In Puerto Rico, there are political appointees as well as career service managers within the senior executive group. Since it can be assumed that political appointees will remain at their station only for the duration of a given administration, serious implications of this fact for the continuity of a management development program must be considered. Given these frequent shifts in administration, would the program be an unproductive endeavor? Not necessarily. Since there is a high level of retention among Puerto Rican managers within the public sector, even if they are removed from their trust positions, they would transfer their skills to their new positions. This argument is true only to the extent that these managers return to management positions within the Commonwealth. On the other hand, if the senior manager leaves the public sector, from the state perspective the training effort will in fact have been wasted.

Consequently, it might be more productive to train those in either career positions or in the lower levels of senior management, since they are the ones more likely to stay in the career service. On the other hand, from a political perspective support beginning with the top managers could prove to be highly useful for the program's eventual success. Both New York and Massachusetts attempt to serve both levels of the government. According to their experiences, though, the recruitment of political appointees, such as Cabinet members and their assistants, is very difficult. In both cases, a great deal of lobbying across all of the agencies is required to persuade this particular sector to take advantage of the training offerings in the jurisdiction. Both jurisdictions have also relied on the Governor's support to market the program at these top levels. In fact, in the course catalogues printed by both states, the Governor's photograph and message of encouragement is included in the front page [O'Neil Interview, 1986, Rodriguez Interview, 1986].

B - Lack of Coordination of Personnel Affairs
No clear policy on training

The training effort across agencies in Puerto Rico lacks coordination. As I discussed in chapter IV, there is no consistent pattern of training; some agencies have well developed management training programs, while others do not even allocate funds for a training program. Because of the

constraints that the program would be under if implemented, there would be a need to determine the agencies that should receive priority. Unfortunately, there is no readily available information pertaining to this issue.

Need for more information

Before the Commonwealth of Puerto Rico makes any commitment to a training program, it should obtain comprehensive information on management training programs/services across all Commonwealth agencies, including each agency's specific organizational problems.[1]

This information, in addition to the SETP training needs assessment, could help to better inform such decisions as: a) which agencies are or are not making efforts to serve the training needs of its managers; b) which agencies, given their organizational problems and lack of a training program, should be given top priority to participate in the SETP; and c) which levels of management need to be strengthened in the Commonwealth.

Some efforts to obtain this information are already under way. The Institute of Personnel Development compiles data on those agencies that participate in its training program.

Institute of Personnel Development

In the Central Office of Personnel (OCAP), there is an effort of coordination through the Institute of Personnel

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[1] The needs assessment completed as the initial step in the Program for Governmental Excellence could very well serve as the primary source of information regarding the organizational problems of each agency.

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Development. In its implementation stages, the SETP should take advantage of this existing mechanism. In fact, some of the efforts being made in the OCAP could become the basis for a support mechanism of a managerial development program. First, the Institute has training coordinators throughout its agencies who could be the initial contacts used to market the program in the agencies. In New York and Massachusetts, both jurisdictions have a network of training coordinators as part of their outreach system. Therefore, OCAP's network of training coordinators could very well begin this system of coordination in Puerto Rico.

New York and Massachusetts, however, experienced some difficulties with these coordinators' attempts to gain the support of top level managers in each agency. In Massachusetts, for example, top level managers were generally neither supportive nor involved in the program. The system of coordinators, however, is in now being strengthened by the development of an advisory board whose purpose is to encourage managers with more authority to become involved in the training effort [Killian Interview 1986]. In New York, the assistant director of the management development program expressed some reservations about the ability of some of the coordinators to effectively incorporate the training function into the agencies' organizational objectives [Rodriguez, Interview 1986]. In sum, the coordinators not only have to assume a more active role within each organization, but must also make the top level of management within the organization

receptive to the importance of training in order to achieve the organization's objectives.

Some current training programs offered by the Institute could address these problems with the help of training coordinators in Puerto Rico. For example, the Institute currently has a program to constantly update the training of its coordinators. Another training program offered by the Institute is addressed to personnel managers. This program focuses on the area of human resources, an area which is crucial for the training and development of personnel managers.

In addition, the Institute of Personnel Development is a good source of information from which to learn about the most appropriate way to institutionalize a training program across all agencies. Although the Institute does not serve all the agencies in the Commonwealth, its experience in trying to coordinate training programs across a limited group of agencies should be evaluated. The Commonwealth should evaluate the success of the Institute in achieving its objectives, particularly the ways in which its set-up has helped or hindered from reaching its goals.

In addition, the Institute is the center in charge of training the subordinates of a number of the participants in the SETP. Even though senior managers can be trained to be better decision makers, they need their subordinates to acquire these skills in order to implement their decisions. Therefore, if the training does not include all levels of

management, the impact of the SETP will be minimal.

C - Lack of Organizational Support to the Training Function

As I concluded in Chapter III, the university-based program must be seen as component of a more comprehensive management development program. The Commonwealth has severe limitations on providing this kind of organizational support to the training program; first, there is no management development policy across all agencies and second, there is no career path applicable to all agencies.

The solution to the first problem would require that the Commonwealth take a more comprehensive approach and require of each agency not only to design their own management development programs but to sponsor other developmental efforts such as job rotation, adult education and mentoring. Such a comprehensive effort would require a central personnel office with the authority to monitor compliance with such requirements. The Commonwealth, as I concluded in Chapter IV, does not have a central office with authority on personnel issues. The second problem for the Commonwealth, that is, the lack of a clear career path, would also require a major revision of the personnel law particularly to impose limitations on the number of trust positions in the Commonwealth.

Training rewards

A common problem with training programs is the lack of incentives or rewards attached to participation; after

attending the training program, participants often suppose
that a promotion or change in their career will be
forthcoming. This is particularly the case with selective and
prestigious training programs like the SETP, in which
participants are involved in the illusion that they belong to
a special group of employees. As discussed in Chapter II, in
the particular case of Puerto Rico, 87% of the respondents
thought that participation would lead them to a position of
increased responsibility. When the participant does not
receive this kind of recognition, he or she becomes
disillusioned with the training program.

A number of possible alternatives could be explored in
order to prevent this frustration. From the beginning, the
goals of the program must be clearly outlined in order to
discourage unreasonably high expectations in the participants.
Another alternative is to tie the training process to a
certificate-granting program; yet another is to consider
participation in the training program when the employee is up
for performance review.

In an evaluation of the North Carolina program, it was
found that participation in the program was not taken into
consideration in either career advancement or salary review.
For example, only 6% of participants reported that their
superiors had connected their advancement to participation in
the program, and only 20% related participation to salary
increase [Garson 1979]. This raises the issue of how to tie
promotion or salary increase to participation in a training

program. A manager's participation in a training program does not guarantee that he or she will actually show an improvement in performance. In New York, although it is advocated that supervisors link promotion to training, the decision on who to promote is based on performance and not on participation; once someone is selected for promotion that person is sent to a training program [Rodriguez Interview 1986].

The reward issue could be problematic because it could contribute to participants setting their expectation too high. In Vermont, for instance, reward was a recurring concern among participants. The central question here was: "What will this certification process mean for me in terms of promotion and future job possibilities?" A problem arises when the granted certificate is not enough to satisfy the participants' expectations [Parke 1981]. In sum, although the reward issue is important, careful advising must be done so that participants do not set their expectations too highly. A simple course of action is to ensure that the training clearly specifies its objectives to the participants. This is particularly important in the case of Puerto Rico where the actual rewards available for career advancement and promotion are very limited.

Training at all levels of management

Any massive training for senior managers in Puerto Rico will displace pressure for change from the top levels to the lower levels in the organization. These attempts to change may be resisted, particularly if the lower levels are out of

touch with what is taught at higher levels. Given the problem of morale and productivity in the Commonwealth, it is imperative to strengthen or revitalize these efforts at all levels of management.

As discussed in Chapter II, no matter how well trained senior managers are, they must depend on subordinates to implement decisions. Training is not the right formula when it is seen as the solution for all organizational problems. Even though training top managers is necessary, it is important to recognize the long-term effects that a comprehensive training program will have at all levels of management in the Commonwealth. In two other cases, New York and Massachusetts, there were already programs addressed to lower levels of management when the program for senior managers was developed. In fact, in New York the need to improve the skills of managers in policy-making positions was a result of the growing demands for training that unionized employees were making as part of their contract bargaining process. At a certain point the state realized that if it kept improving the skills of unionized employees without updating the skills of the upper levels of management, there could be a serious mismatch between hierarchical levels and skills [Rodriguez Interview 1986]. In the case of Massachusetts, the Institute for Governmental Services (IGS) (based in the University of Massachusetts - Boston) was offering training programs for lower levels of management when the program for senior managers was implemented [O'Neil

Interview 1986].

Given that the organizational set-up in the Commonwealth can not guarantee appropriate organizational support to the training program across all agencies, it is important that the design of the training program incorporate some mechanism to reinforce what is being taught in the classroom. This mechanism will help the participant to apply what is being taught in the classroom.

Application of Knowledge

The SETP is limited by the fact that there is no clear structure available to it that would allow it to relate the training program to the environment outside the classroom; that is, the training effort does not have a mechanism to ensure the application of knowledge beyond the classroom situation. A review of the literature on this subject in Chapter III stressed the importance of applying what is learned to the work environment and of supporting the training activity with similar developmental efforts.

For instance, in Massachusetts, the Kennedy School of Government for Senior Executives is a five-day residential program for senior managers in the state. In this program there is a follow-up session for the graduates of the Harvard program called the "Kennedy School Issue Seminars" [Massachusetts 1986]. This seminar is a two-day residential program that usually limits its content to a particular issue relevant to all the senior managers. All former graduates of the program are invited, but not required to attend [Killian

Interview 1986].

In New York, the basic program is designed for the first level of Management/Confidential Employees. The program has three required components: a two-week residential seminar, a productivity project and a follow-up conference [NY(c) 86-87]. In North Carolina, the program offered by the Government Executives Institute is comprised of three five-day sessions, separated by a four week interval. In addition there is a two-day alumni update each year which explores new developments in the management profession [Garson 1979]. In short, the follow-up sessions allow the participants to share their educational experience with classmates and alumni of the program.

Another method used by different programs to ensure the transfer of learning is to ask participants to conduct a productivity project. Usually the productivity project is related to some current problem which both the participant and his or her supervisor want to explore. The project gives the participant an opportunity to put into practice what was learned in the training program.

In New York, this concept takes different shapes, depending on the participant's level of management. For example, at lower levels the supervisor and the participant first agree on a project. The latter is then approved by the Training Department coordinator. During the residential seminar, the participant discusses with faculty members his or her solution to the problem. After completing the seminar,

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the proposed solution is implemented during the following three months. The follow-up session gives managers the opportunity to review with the faculty the implementation of their proposed solution [NY(c) 86-87].

New York state designed a program called the "Independent Study Project" for upper levels of management. The project is one of the many options available for mid-to upper-level managers. Following the productivity project model, it provides the manager an opportunity to apply what he or she has learned in previous courses. In this case, the participation is selective, requiring the participant to submit a written proposal. After selection, the manager works with a specific faculty member or outside consultant [NY(c) 86-87]. In short, in this version of the project the supervisor's involvement is more limited or almost non existent since the agreement is between the participant and an outside consultant.

Although the project concept is an excellent way of promoting the transfer of learning, problems arise if the administration does not have the required resources in terms of faculty strength and administrative capacity. According to the former director of the Government Executives Institute in North Carolina, the idea of the project was never successful in his jurisdiction for the following reasons:

a) some participants could not identify a problem and would thus make up the project.

b) it was very difficult to match the interests of the

participants with those of the faculty.

c) the project was perceived as "busy work" by participants.

d) the demands made by the project placed too much of a burden on the limited Institute staff [Garner Interview 1986]. Regarding the mismatch between faculty and students' interest, one could conjecture that this might have been the result of matching business-oriented faculty with public managers.

In New York, the project did not confront these problems, mainly because of strong commitment from the participants, the supervisors and the state agency sponsoring the program [Rodriguez Interview 1986]. Nonetheless, given the importance of the supervisor to the success of the program, it seems that this alternative may not be appropriate for the top levels of senior management. At this level of management, involving the senior manager's supervisor is not possible since the supervisor will very likely be a Cabinet member or an assistant. Requesting the participation of a Cabinet member in this project may place too much of a demand on his or her limited time. Nonetheless the productivity project could be applied at lower levels of senior management, provided there agreement is between participants and faculty members.

D - Conclusions

In short, from the training perspective, the Commonwealth should not implement the SETP program until some of the problems outlined in this chapter are dealt with, in

particular the development of coordinated organizational support for the training program and the creation of similar training programs at other levels of management. Solving all potential problems might take more time in the short run, but it will provide the conditions for a more successful training program in the long term. The importance of implementing an effective program cannot be underestimated since it is the training's impact which will give long-term credibility to the program.

While the implementation of the program might encounter certain difficulties due to the particular structure of the Commonwealth, it would nonetheless be advantageous to start the program during the current political administration. The present administration's strong commitment to the program, would allow for the development of a strong initial coalition. Nonetheless, the outlined shortcomings will persist. Given this state of affairs, one must explore ways to strengthen both the content and the implementation process of the program, in order to insure that it has the most positive impact in the shortest term.

VII - RECOMMENDATIONS FOR THE SENIOR EXECUTIVE TRAINING PROGRAM

> And last, I believe that when is widely appreciated
> that there is no magic that will produce a qualified
> executive, especially if he has the wrong start, then
> management both in business and in government will
> increasingly look for workable methods of limiting the
> size of the institutions, decentralizing operations,
> and favoring the active, independent executive in the
> interest of an enterprising programs.
> [Dimock 1958:97]

The objective of this chapter is to make recommendations for the implementation of the SETP. It is important to note that any such recommendation must recognize certain constraints imposed by the limited amount of time that an administration is in office. Since the SETP is a part of the current administration's program, I am assuming that at least the initial steps of the implementation will be completed during this period.

Given the shifts within the local government, some recommendations are presented as either short term or long term. Short term refers to recommendations that can be implemented during the current administration. Conversely, long term recommendations refers to recommendations that will take more than two years to implement. A necessary assumption underlying this implementation strategy is that it will take the Commonwealth at least nine months to a year to designate the staff, board members and the financial resources to start the program. Following this process, the actual implementation of the course offering will not begin until the first months of the year 1988, a political campaign year.

My short term recommendations to the Commonwealth are as follows:

1 - The program should begin training the lower levels of the senior managers such as department heads and regional directors, rather than Cabinet members and their assistants. However, through the direct support of the Governor's Office, the Cabinet members will be involved in the implementation by giving the SETP a high priority in their agencies.

2 - Instead of trying to initially serve all the agencies of the Commonwealth, the program should begin by serving the group of agencies administrated by OCAP. At the same time that training is offered to the senior level managers of these agencies, the training offered through the Institute of Productivity to lower levels of management must be strengthened. The experience of this initial phase will be the basis for the implementation of a more comprehensive program in the Commonwealth.

3 - The Governor's office should sponsor the training program and monitor its implementation through the university.

4 - Means for ensuring the transfer of learning must be incorporated in the design of the program.

5 - Special attention should be given to resolving some problematic areas within the training program in order to increase its credibility and legitimization.

These recommendations are grouped under the different constraints discussed throughout the study; time constraints, lack of coordination of the personnel function, and lack of organizational support to the training program.

A - Time Constraints

<u>Begin with the participation of lower levels of senior managers</u>

The Commonwealth must first identify which level of senior management could be trained efficiently and more effectively. The answer is not an easy one. If the agency heads and assistants receive top priority, the advantage would be that

their participation would serve as the basis for the much needed support for the training program. On the other hand, the case studies revealed that agency heads and assistants are very difficult to recruit for training program given their time constraints. In the case of Puerto Rico, one has to remember that the program might be implemented in the middle of a political campaign, thereby imposing even greater time constraints on this group of managers. In case of a change in the administration following the next election, there is a certainty that Cabinet members will leave the public sector. Thus, the resources spent in the training program would be wasted if a majority of the participants -- in this case Cabinet members -- do not return to public service.

However, if priority is given to the lower levels of senior executives, a group that is more likely to remain in the public sector, there could be a long term commitment to the training effort. Given the high retention among managers in the Commonwealth, low-level senior managers could be a group of satisfied customers who will consequently promote and create the base of support for future training. Furthermore, given that the Harvard report's data suggests morale problems, particularly among the lower levels of an organization, training may have an even greater effect at these lower levels. While the Harvard report recommends that the SETP begin with Cabinet members and their assistants, I contend that, given the time limitations of the Cabinet members, in the short run, it might be more effective to serve the lower

levels of the senior administrators.

If this recommendation is followed, the support of the Governor's office is of utmost importance; only if the Governor makes this program a top priority will other Cabinet members also make it a top priority in their agencies. Therefore, a requirement of this recommendation is to give a thorough orientation to the Cabinet members and agency heads, regarding the objectives of the program. This will not only insure their support for the program, but will guarantee proper selection of participants.

In the long run view, Cabinet members and agency heads would be eventually incorporated in the program after the next election; from then on participation in the program could be made a requirement for every appointed top manager.

Legitimization of the program

As mentioned in the previous chapter, whoever implements the training program will have to do much lobbying to give the program a sense of credibility and legitimacy to the participants, the media and the public eye. For example, the Governor's attendance at the opening and closing ceremony, the participation of the Advisory Board and the Harvard sponsorship of the program should receive major coverage in the media. In addition, I think maintaining an affiliation with a faculty member from Harvard or any other well known university, as recommended in the Harvard report, will give additional prestige to the program. This recommendation does not imply transferring any authority over the program to an

outsider, but rather highlighting the services that this consultant brings into the program.

Governor's office sponsorship

As discussed in chapter V, the administration of the SETP needs to adapt a clear definition of the client-based relationship between the government and the university. The government's monitoring of the program would insure that it is effective and updated to meet the latest needs of managers. In addition, there is a need to facilitate the fast allocation of resources to the program and to strengthen the training director's position vis-a-vis other senior managers. In the short term, while the university-based programs should remain in place, the co-sponsorship of the Governor's Office may be the only real solution to the issues in administration.

In the long run a bill, or regulation which clearly defines the relationship between the university and government, including the responsibility of each educational institution to the program and the training director's authority in dealing with them, will be necessary. Before any decision is made on this issue, it is necessary to further study the following questions:

a) how the Institute of Personnel Development was institutionalized and how this has affected its training offerings

b) the experiences of training professionals in the Commonwealth

c) which is the most effective way to service all the agencies

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in the Commonwealth in light of their varying degree of
autonomy from a central body which could actually monitor
compliance with the proposed regulation.

B - Lack of Coordination of the Personnel Affairs
<u>Begin the implementation with OCAP agencies</u>

Recognizing the potential limitations of inter-agency
coordination within the Commonwealth, I propose that rather
than reaching out to all agencies at once, it would be more
productive to implement this program in two stages. In the
first stage, agencies under OCAP's administration will be
served. In the second, those agencies classified as
individual administrators and independent agencies will be
incorporated into the SETP.

The first group includes those agencies under OCAP's
jurisdiction, that is, those agencies in which there is a
central body coordinating the personnel function. The
advantage of using agencies under OCAP to implement the
program is that there already exists organizational
coordination to implement the program across a group of
agencies. While this option implies sacrificing the groups'
heterogeneity by limiting the number of agencies that would be
involved, given the time constraints outlined above this would
seem to be a fair tradeoff.

Initiating the program with those agencies under OCAP will
also provide an opportunity to strengthen the training
programs of lower level employees in this group of agencies,

since OCAP's Institute of Personnel Development is the unit in charge of serving the needs at this level. Through the training of lower level management, the current administration is assuring a long term investment in the training of career personnel. In addition, this will demonstrate the Commonwealth's support for training efforts at all levels of management, thereby allowing it to claim a permanent contribution to the development of managerial efficiency.

The approval of more funding to the Institute of Personnel Development is a major requirement for the implementation of this recommendation. A more comprehensive effort by the Institute will obviously require resources and time to implement. The Harvard study will help to create the political momentum to advocate changes that extend beyond the Harvard recommendations. While the first phase is taking place, more accurate information must be gathered regarding other sectors of the Commonwealth; those agencies classified as individual administrators and those totally independent from OCAP. It is important not only to gather information about their training offerings but also to find out about those resources that might be of use for the SETP. In addition, there is a need to determine if the SETP will still be applicable to those agencies with well developed management training programs, such as the Puerto Rico Telephone Company.

C -Lack of Organizational Support

As discussed in the previous chapter, the development of organizational activities supporting the objectives of the Commonwealth training program can be expected to be minimal. This observation stresses the importance of incorporating the analysis of organizational problems into the program.

<u>Application of learning</u>

Application of learning, i.e., devising ways to help the participant apply what is learned in the training program--is very important in the case of Puerto Rico due to the following factors:

a) there is no coherent effort taking place across all agencies to develop the skills of the employees. Therefore, the design of the training program should find ways of emphasizing the application of what is learned.

b) since the SETP is new, the participants' perception of the training experience is valuable. These perceptions can contribute to the legitimization of the training program. In order to make the training experience a valuable one, the content of the training program has to be relevant and applicable to the participant's everyday job. If, when back in the job, the senior manager finds that the content of the training, although interesting, cannot be applied to the working environment then the training was useless. This perception could eventually result in the elimination of support to the training program. Thus, before the participant reaches such a conclusion, a follow-up session can provide an

opportunity to return to the classroom and share his or her experiences with the other participants as well as with the faculty. The follow-up session is of great importance for updating the design of the training program because it allows the training director to receive direct feedback from the participants.

c) given all the organizational problems in the Commonwealth, the participants may find significant problems in implementing the new vision of management learned in the training session.

The Harvard recommendations do not acknowledge the need for a mechanism to insure the applicability of what is learned. There are different ways in which the transfer of learning can be insured or at least promoted: through a follow-up session or through a productivity project.

The follow-up session, by bringing the participants together again, not only reinforces what was learned during the program but also reestablishes the contacts developed with other senior managers during the initial session. The productivity project, mentioned in the previous chapter, allows the participant to bring a problem he or she is confronting in his or her working environment. In the case of Puerto Rico, both the follow-up session as well as the productivity project could be implemented, depending on which group of managers the training is addressing. Since I am proposing to train the lower levels of senior managers, I believe that both of these recommendations could be incorporated in the basic program.

If the Commonwealth decides to integrate the productivity project into the program, it is important to note that the experience with the productivity project suggests the following: a) the program faculty should have the appropriate skills to help the participants complete the project, b) the project could involve the participation of the employee, his or her supervisor and a faculty member; therefore, the program should provide for the means to guarantee the commitment of the three parties; c) appropriate resources must be allocated to the program to administer this project.

One innovative idea which would require less administrative effort than the productivity project, is to request participants to bring for discussion a problem that they are currently facing or have faced in the past. A portion of the training session should, then allow for breaking up into groups and deal with formulating a solution to the case study problem. The model gives the participants an opportunity to use the training session to solve a problem that is relevant to them and is an alternative that could very well be the basis for the development of the Puerto Rican case studies, as the Harvard report suggests.

Reward

Perhaps the most important legitimization of the program is related to the rewards associated with it. In the short run, the Commonwealth should be make clear what participation in the training program implies and what is expected from both the participant and his or her supervisor. This can

potentially eliminate any misunderstandings.

As a potential reward for participation, the Commonwealth could grant a one year leave of absence to continue professional development programs to a limited number of participants, selected on a competitive basis among the basic program graduates. If this recommendation were followed there would be a need to: a) implement a process to select candidates from all the participants in the training program; b) devise a method to tie success in the training session with success in the working environment, since a participant's involvement in the classroom may be outstanding, and yet he or she may not show actual improvement in his or her job performance. One possible way of dealing with this issue may be to base selection not only on the results of the trainee's participation in the program but also on information gathered from both his or her supervisor and subordinates.

In the long run, the question of rewards could be solved by insisting that the supervisor take into account participation in training programs when evaluating the job performance of a participant. However, this solution cannot be implemented until there are several training courses being offered as part of the management development program.

VIII - CONCLUSIONS

> The ultimate goal of management development is to
> nudge organizations toward their own vision of
> excellence.
>
> [Kubr and Wallace 1983:V]

A - Overview

Chapter I stated that the purpose of this research is to
reexamine the Harvard University study recommendations in the
context of the political and institutional realities of the
Commonwealth of Puerto Rico. Throughout my discussion, I have
provided a framework for the analysis of these
recommendations.

Chapter II concluded that although the training program is
a welcome idea among Puerto Rican senior managers, there are
other organizational factors such as centralized decision
making and bureaucratic structure which affect the performance
of the public manager. The different experiences of trust and
career employees with regards to the level of job satisfaction
were highlighted.

A review of the literature on management development
programs was undertaken in Chapter III. The discussion noted
the importance of devising an organizational mechanism to
support the training activity. It also identified a tendency
on the part of agencies to rely solely on this type of program
to develop managers without simultaneously incorporating the
program into the structure of the agency. An important
conclusion is that the development of managers should be the
responsibility of agencies, not of university-based programs.

These programs must be viewed as a component and not as a solution to the challenges posed by management development programs.

In the fourth chapter, the institutional context and the political reality of the Commonwealth were reviewed. There are several shortcomings in the capacity of the Commonwealth to implement a training program across agencies. There are a large number of agencies, and the Personnel office has no overarching authority over them, limiting the capacity of the Commonwealth to provide consistent support to the training program. In addition, the training efforts in the Commonwealth is fragmented and uncoordinated. Furthermore, personnel problems of morale and motivation in the public sector could adversely affect the impact of training programs in lower levels if they are left unattended.

In the fifth chapter, the characterization of both the public manager and the public sector in general were revised to include why management development programs might face resistance from the public sector. Given this resistance, the university-based institution was studied, and problems of recruitment, coordination and allocation of appropriate resources were considered. The implementation literature supports this assertion and provides suggestions to strengthen the institutional set-up. I concluded that in the short run, the Governor's office should sponsor the program. In the long run, other alternatives must be sought; but any proposal adopted should take into consideration the lack of a central

agency in the Commonwealth with the authority to monitor
compliance with the project across the board.

Chapter VI discussed two constraints: time limitations
imposed by the current term, and lack of organizational
support for the training function, both of which threaten the
impact of the program. I concluded that some of these
problems will not be solved unless the Commonwealth initiates
a major restructuring of its organization. On the other hand,
there are other issues that could be adequately handled during
the implementation of the SETP.

Chapter VII concluded with final recommendations for the
SETP. Acknowledging the reality of time constraints, I
reviewed an implementation strategy for both the long and
short run, that is, before and after the next election.

B - Where Do We Go From Here

I think there is a need to do more research on the public
management issue in Puerto Rico. The data available from the
Harvard study could constitute a major initiative in this
direction. In particular, there is a need to take an in-depth
look at how the grouping of agencies according to their level
of independence from the Central Office of Personnel has
actually created four government sectors within the
Commonwealth in which differences outnumber similarities. As
a result, the concept of a "typical" manager in the
Commonwealth could be difficult to establish. Perhaps, it
might be an effective measure to consider developing distinct

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programs to meet the specific needs of each of these groups of agencies. Furthermore, according to Table X, almost 30% of the positions in the Commonwealth belong to classifications other than trust and career. There is a need to study how the career service has been affected by this segment of the Commonwealth's work force.

In the field of management development, it is necessary to clarify what are the objectives of training managers at senior management levels. In particular, there is a need to distinguish if these objectives differ from those pursued at other levels of management.

C - First Step - What Is Next

The introduction of this study noted that at present it is not known what objectives guide the desire expressed by the Commonwealth to establish a SETP. The Commonwealth has two options to consider: The Puerto Rican government could follow a short-sighted approach and treat the training program as a one-shot operation aimed at developing its various management levels. The SETP would then become the first and last step toward management development. The past discussion indicates that this is a futile project; it is, in fact, a waste of valuable resources. On the other hand, the Commonwealth has the option of incorporating this program into a broader training policy which ensures the development of all managerial levels in the Commonwealth, and involves all agencies; I believe, in the ultimate analysis, that this

comprehensive approach will reap greater benefits to the Commonwealth. Finally, this study suggests that the SETP should be seen as part of an all encompassing and integrated effort on the part of the Commonwealth of Puerto Rico to develop a coherent approach to management training in the public sector.

IX. APPENDIX

Harvard University   State, Local, and Intergovernmental Center
John F. Kennedy School of Government

SURVEY OF SENIOR MANAGERS

IN THE GOVERNMENT OF PUERTO RICO

In order to help the Commonwealth government improve the quality and effectiveness of the services it provides to the Puerto Rican people, we are conducting this survey of managers in public service. We want to know how managers in the Commonwealth government spend their time, what managerial skills they feel they need, and what kinds of training programs they believe would be helpful to them.

Completing this questionnaire will take no more than 30 minutes. In order for the results to be useful, everyone must participate, so we urge you to take the time right now. All answers will be strictly confidential and the survey results will only be reported in statistical terms.

Please return your completed questionnaire in the enclosed envelope to:

MANAGEMENT SURVEY
State, Local, and
   Intergovernmental Center
53 Church Street
Cambridge, MA 02138.

Thank you.

SECTION I: JOB DESCRIPTION AND RESPONSIBILITIES

In this section of the questionnaire, we are trying to obtain a picture of how managers spend their time and what the most common responsibilities of their jobs are.

1. In your position, how many employees are you responsible for?   Median = 30

2. How many of these employees report directly to you?   Median = 8

3. Please check the most important responsibilities of your present job. Indicate as many or as few as you think appropriate.

		Valid %	Quest. #4	Quest. #5
a.	Data management	35	3	3
b.	Budgeting and financial management	43	11	5
c.	Monitoring and evaluating subordinates	70	8	12
d.	Negotiating contracts	27	2	2
e.	Advising senior officials	57	8	11
f.	Managing special projects	47	3	3
g.	Planning	71	10	12
h.	Implementing programs	61	16	12
i.	Program evaluation	57	3	8
j.	Dealing with organizations or individuals outside your agency	68	5	9
k.	Formulating policy	37	8	4
l.	Purchasing and contract management	20	1	1
m.	Establishing/enforcing rules and regulations	65	13	12
n.	Research	32	1	2
o.	Other (please specify) _____	12	8	4

4. Please indicate by letter from the above list what you consider to be your most important single area of responsibility.   For frequency see question 3.

5. What is the second most important?   For frequency see question 3.

6. Please estimate what percentage of time you spend on each of the following activities in the course of a typical week. (The total does not have to equal one hundred percent.)

		Mean	Quest. #7	Quest. #8
a.	Participating in meetings	18	13	19
b.	Individual discussion with subordinates	19	28	6
c.	Budget review or preparation	9	7	8
d.	Reviewing or analyzing data or reports .	18	26	4
e.	Oral briefing or public speaking	8	3	8
f.	Routine administration	24	15	18
g.	Writing reports or memos	19	7	13
h.	Speaking on the telephone	14	1	24

7. Which of the above activities do you believe you should spend *more* time doing?
   (Enter one or two letters from the above list.)   For frequency see question 6.

8. Which of the above activities do you believe you should spend *less* time doing?   For frequency see question 6.

9. How frequently do you have personal contact with each of the following?

		NEVER	RARELY	SOMETIMES	OFTEN	FREQUENTLY
a.	Courts	38%	33%	20%	4%	5%
b.	Legislature	30	26	27	10	7
c.	Labor organizations	38	23	21	9	9
d.	Private sector groups	7	15	35	24	19
e.	Municipal governments	11	19	31	19	19
f.	Federal government agencies	12	26	34	14	14
g.	Citizen groups	13	19	30	21	18
h.	Political party organizations	40	28	19	7	6
i.	Individual citizens	3	6	20	24	47
j.	Other Commonwealth agencies	0.9	4	20	31	44
k.	Governor's office	19	24	29	14	14
l.	Press	32	35	21	8	5

SECTION II: ATTITUDES TOWARD GOVERNMENT SERVICE

In this section, we are interested in your views about working for the Commonwealth.

1. We would like you to tell us to what extent you are *personally* satisfied with the following conditions of work. In each case, indicate whether you are very satisfied, satisfied, dissatisfied, or very dissatisfied with your own situation.

		VERY SATISFIED	SATISFIED	DISSATISFIED	VERY DISSATISFIED
a.	Job security	25%	55%	14%	6%
b.	Salary/Compensation	5	38	41	16
c.	Fringe benefits (e.g., vacation, health plan, pension)	15	59	22	5
d.	Level of responsibility	29	57	11	2
e.	Degree of professional challenge	30	52	15	3
f.	Opportunities to develop personal skills and abilities	24	47	23	5
g.	Opportunities for promotion and career development	11	45	34	10
h.	Opportunities to participate in policy making	14	49	29	8
i.	Public respect/prestige	30	55	12	3

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2. In the course of our discussions with various people in Puerto Rico, we have heard a number of comments on the general strengths and weaknesses of those who work for the Commonwealth government. We would like to obtain your views on these matters. Please indicate whether you strongly agree, agree, disagree, or strongly disagree with each of the following statements:

		STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	DON'T KNOW
a.	There are strong *technical* skills in the higher levels of the Commonwealth's government.	8%	49%	33%	5%	6%
b.	There is a lack of *managerial* skills in the higher levels of the Commonwealth's government.	12	49	30	5	4
c.	Public employees in Puerto Rico are well motivated.	2	9	57	32	5
d.	Low employee morale is a problem for many managers in the Commonwealth's government.	27	57	13	2	2
e.	It is difficult to recruit qualified people in most public agencies.	31	45	19	5	1
f.	Public managers are often unwilling to take initiative in fulfilling their job responsibilities.	12	50	31	4	3
g.	Many managers find it hard to delegate responsibilities to subordinates.	13	60	22	2	3
h.	The attractions of employment in the private sector cause many of the most effective public employees to leave government service.	40	47	10	2	1
i.	Political affiliation plays an important role in hiring or promotion in public service.	43	42	12	1	2
j.	The rules of the personnel system (for example, regarding hiring, firing, and promotions) make it difficult to be an effective manager.	30	46	19	5	2
k.	There is not as much respect for public managers among the citizens as there used to be.	21	50	22	3	4
l.	Public managers often avoid making decisions for fear of making mistakes.	15	49	29	3	4

3. We would also like to get your views on some of the broader issues facing public managers in Puerto Rico. Please indicate the level of your agreement or disagreement with each of the following statements.

		STRONGLY AGREE	AGREE	DISAGREE	STRONGLY DISAGREE	DON'T KNOW
a.	Inadequate budgets are a constant source of difficulty for the public manager.	43%	44%	8%	1%	1%
b.	Recent cuts in the Federal budget have not had much direct impact on the job of managers in the Commonwealth's government.	4	26	43	19	7
c.	There is an excess of red tape and complex bureaucratic procedures in government.	49	44	5	0.3	1
d.	The ordinary citizen considers the government to be unresponsive and inefficient.	24	52	19	2	3
e.	Decision-making is too centralized in many public agencies.	35	55	7	0.5	3
f.	Overhead agencies (such as the Budget Office, General Services, and the Personnel Office) involve themselves too frequently in program administration.	17	50	16	1	15
g.	Legislators often involve themselves in program administration.	15	50	20	2	13
h.	Political parties play too active a role in government decisions in some agencies.	37	47	10	1	5
i.	Inter-agency cooperation generally works quite smoothly in Puerto Rico.	7	46	34	9	3
j.	Citizens believe that corruption is a serious problem in government.	37	49	10	1	2

SECTION III: TRAINING AND PROFESSIONAL DEVELOPMENT

> One of our primary responsibilities is to make recommendations about the kinds of professional training programs that would be most beneficial for public managers. In this section, we would like to know what training would be most helpful to you and your colleagues.

1. The internal management of an organization requires a wide range of skills, some of which can be improved by training. The following is a list of areas in which training can be made available. Please check those that you think managers like yourself are most in need of. Indicate as many or as few as you think appropriate.

		Valid %	Quest.#2	Quest. #3
a.	Budgeting and finance (budget preparation, monitoring, accounting)	52%	8%	6%
b.	Written communication skills	50	3	6
c.	Oral communication skills (public speaking, presentations for meetings)	51	5	4
d.	Analytical skills (statistics, economics, program evaluation)	58	9	9
e.	Computer skills	60	8	8
f.	Personnel management (motivating subordinates, delegating authority, handling grievances)	75	28	18
g.	Interpersonal skills (leadership, conflict resolution)	59	5	12
h.	Program management (organizational design, implementation techniques)	67	13	15
i.	Productivity management (management by objectives, assignment control, evaluations)	73	19	21
j.	Other (please specify) _____	5	3	1

2. Indicate by letter which of the above, if any, is most needed.   For frequency see question 1.

3. Which is second most needed?   For frequency see question 1.

4. Some public management responsibilities involve dealing with people or organizations outside of one's own agency. The following is a list of areas where training could be made available. Please check those that you think managers like yourself would most benefit from. Indicate as many or as few as you think appropriate.

		Valid %	Quest.#5	Quest.#6
a.	Contracting with the private sector for services	40%	10%	9%
b.	Working with the Legislature	32	8	8
c.	Labor relations (dealing with unions, negotiations)	36	12	9
d.	Working with Federal agencies	49	13	14
e.	Working with the press	24	3	4
f.	Working with other Commonwealth agencies and with municipal governments	68	25	22
g.	Working with business and interest groups	50	9	15
h.	Working with the public	62	21	19

5. Indicate by letter which of the above, if any, is most needed.   For frequency see question 4.

6. Which, if any, is the second most needed?   For frequency see question 4.

7. In general, do you think that management training could help you do your job better?   Yes 97% No 3%

8. Do you think management training could help you move into a more responsible job?   Yes 87% No 13%

9. Have you ever participated in a management training program?   Yes 60% No 40%

| 10. | If yes, in what year or years? | Median = | 1980 | 1981 | 1983 |
| 11. | For how many days? | Median = | 5 | 4 | 4 |

12. How do you think a management training program ought to be designed so as to suit your needs? (Indicate your first choice with a "1", your second choice with a "2".)

		First Choice	Second Choice
a.	a week at a time outside the Metropolitan area	69%	25%
b.	a week at a time within the Metropolitan area	48	48
c.	2 or 3 days at a time within the Metropolitan area	52	44
d.	a series of half-day classes	45	49
e.	evenings only	30	50
f.	week-ends only	25	57

13. Would you be willing to participate in a training program that met your needs as described above?

Yes 99% No 1%

14. If given the opportunity, would you take a leave of absence from your present job to enter a year-long program, in Puerto Rico, supported by the Commonwealth?

Yes 80% No 21%

15. Under the same circumstances, would you enter a program given in the States?

Yes 64% No 36%

SECTION IV: BACKGROUND INFORMATION

In analyzing these survey results, it would help us to know something about the respondents' careers and work experience. These questions are designed to help us see if training needs differ among people with different work backgrounds. Again, your answers will be strictly confidential and tabulated only statistically.

1.	What is your age?	Mean = 46 years
2.	What is your sex?	M 71% F 29%
3.	How many years have you worked at your present job?	Median = 3 years
4.	In your present position, are you classified as a trust employee (empleado de confianza) or a career employee (empleado de carrera)?	trust 61% career 39%
5.	If you are now a trust employee, have you ever been a career employee in Commonwealth government?	Yes 56% No12% N/A 32%
6.	If you are now a career employee, have you ever been a trust employee in Commonwealth government?	Yes 11% No 37% N/A 52%
7.	How many years have you worked in your present agency?	Median = 13 years
8.	How many years have you worked for the Commonwealth government?	Mean = 18 years
9.	Have you ever left government service to work in the private sector?	Yes 28% No 72%
10.	If so, how many times?	1

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11. What year did you enter your first job in Commonwealth government? Mean = 1965

12. What kind of job was that first position in Commonwealth government?
    (Please check the *single* most appropriate description.)

    Valid %

a.	policy-making	3
b.	administrative	13
c.	staff	4
d.	technical	23
e.	professional	5
f.	clerical	9
g.	other (please specify) _____	2

13. Please estimate what percentage of work life you have spent working in the following areas. (Your responses should total 100 percent.)

    Median %

a.	Private sector	20
b.	Federal government	7
c.	Municipal government	5
d.	Court system	2
e.	Legislative branch	4
f.	Quasi-independent public agencies	50
g.	Executive branch	85
h.	Other (please specify) _____	15

14. What is the highest level of formal education you have obtained?
    (Check the most appropriate category.)

    Valid %

a.	high school	3
b.	associate degree	4
c.	bachelor's degree	43
d.	master's degree	33
e.	LL.B. or J.D.	13
f.	Ph.D., Ed.D., M.D.	6

15. What is your present monthly salary? Median = $1,920

We would be interested in any other observations you may have regarding problems confronting public managers in Puerto Rico and the kinds of training that may help them. Please use the space below or a separate sheet to make any comments you think might help us. Feel free to respond in Spanish or in English.

Thank you very much for your time and cooperation.

For selection of comments refer to Appendix F.

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