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INTERNATIONAL COOPERATION ADMINISTRATION

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FROM **Rio de Janeiro**

SUBJECT **End-of-Tour Report - Prof. Raymond C. Jolly - Contract ICA-1138**

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Attached hereto is subject report, and comments made by E.C. Campbell, Chief of Party, U.S.C.

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END-OF-TOUR REPORT OF

Professor Raymond G. Jolly
University of Southern California
School of Public Administration
From June 1959 to April 1961

1. General Objectives and Specific Goals

The general objective of this program, is for the University of Southern California to assist in furthering and upgrading education and training for public administration in Brazil.

The duties of this reporter have been:

- 1) In general, to serve as a member of a team of U.S. professors to serve at the Brazilian School of Public Administration, Getulio Vargas Foundation, Rio de Janeiro, and more recently, at the School of Administration, University of Bahia.
- 2) More specifically, to:
 - a. Perform administrative functions, as assigned by the Chief of Party, in support of the team of professors in Brazil and in liaison with the Project on campus.
 - b. Assist and advise in the development of Audio-visual materials and methods of instruction.
 - c. Participate in Graduate -Program Committee Activities.
 - d. Attend and backstop graduate personnel courses.
 - e. Consult with Brazilian professors as requested.

2. Problems, Favorable and Unfavorable Factors.

- 1) Administrative support. This was necessary as part of my assignment, primarily due to the lack of a suitably trained and experienced administrative assistant. It involved a period of about eight months, during which time as much as 60 to 80% of my work load was related to administrative matters.
- 2) Counterpart help. Part of the program planning contemplated providing each U.S. professor with full-time or at least part-time assistance

from a bi-lingual Brazilian counterpart. The "counterpart," although not necessarily a Brazilian professor, would assist the U.S. professor in his work, and also in many instances be a potential candidate for study in the United States, with the work association being preparation for future study. Inadequate counterpart help has been available.

- 3) **Participation in the program of instruction.** Through demonstration teaching, attending other classes, cooperation on curriculum building, materials preparation, and consideration of improvement in teaching methods, the U.S. professor was expected to serve the host institution and also to acquire a fuller understanding of local problems and conditions that would serve to make him more useful. Circumstances at the host institution were such that demonstration teaching was not carried out on the scale contemplated. Due to the lack of counterparts or assistants, the U.S. professor was not equipped to assume full responsibility for a class. This situation was complicated by a difference in viewpoint in the role of the U.S. professors. Perhaps because of a misunderstanding, the host institution appeared to regard the teaching role of the visiting professors as a production one, while the guest professors had understood that the teaching aspects were to relate to preparation of others to teach, i.e., not for production alone, but to work with Brazilian professors on new courses until they could carry the courses alone, and then to undertake still new ones. Without the opportunity to teach as a direct responsibility, this reporter found his attempts to serve the other objectives mentioned in this paragraph necessarily more diffuse and less integrated. It became more of an approach to serve here and there as requested by the individual Brazilian professor.
- 4) **Consultation.** In addition to consultative aspects mentioned in the paragraph above, the Visiting Professor is expected to cooperate in any way possible with the Brazilian faculty, in an effort to combine the resources of both the host institution and of UC for service to the host institution. However, consultation and research in Brazilian Government agencies, to augment the resources of the School, could not be made effective without counterpart help. The host institution (Escola Brasileira de Administração Pública, also called EBAP) does have a research program. Brazilian faculty members do engage in research. The research projects presently being undertaken appear to be worthwhile and useful. Some of the Brazilian professors have commented on the need for still other research projects of direct value in enriching the teaching materials of the School. Due to heavy work schedules of the Brazilian professors this reporter has had little opportunity to participate in such research. Contact with the part-time Brazilian professors has been particularly difficult. As an example, this reporter has one Brazilian professor friend who has been teaching on what they call the "dawn patrol".

He arrived at 7:00 a.m. and hurried into the classroom. At the end of class he could scarcely spare five minutes on his way to his office downtown.

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- 5) **Implementation of Plans of Cooperation.** The plans for the national center at EBAP have been realized only in a limited way. This appears to be primarily to financial limitations on the part of EBAP. This has affected the work of all SC staff assigned to EBAP. EBAP does have considerable resources that could greatly assist national center services to other participating institutions if EBAP and/or the other institutions could manage the costs.

3. Summary of Activities.

- 1) **Administrative support.** The work load gradually diminished as routines were established. In addition, as work load related to program activities increased, it became necessary to readjust some of the administrative support time. One side, however, that could not be satisfactorily resolved was the matter of sufficient secretarial and typing help. Evidently EBAP did what it could, and provided a fair amount of help at some sacrifice to their other needs. This reporter has found it necessary to do virtually all of the typing on everything that he has prepared during the tour of duty.
- 2) **Counterpart assistance.** No counterpart assistance has been provided. EBAP does not have the personnel to spare, and it seems that financial limitations prevent the addition of new personnel for this purpose. As a result, this reporter worked as closely as possible with the Brazilian professors, doing what could be done, and leaving other tasks undone. As it became possible to converse more fluently in Portuguese, communications improved with the Brazilian professors who do not speak English.
- 3) **Class participation.** Quite understandably, SC staff could not attend classes of the Brazilian professors without being invited. This reporter was invited to attend some sessions of Professor Lobo's class on the basis of materials that were prepared together.

Professor Wahrlich invited this reporter and other SC professors to attend the graduate personnel classes that she taught. These were attended by this reporter during all of the time that they were offered, one academic year. This, however, was a situation in which help was not really needed, since Professor Wahrlich is a highly capable and experienced professor. It did afford an opportunity to get to know all

of the graduate students except three in state and local government studies. There was an opportunity to work on some teaching materials, to help the students in some respects, and it served to help this reporter become more aware of problems associated with the teaching of public administration in Brazil. It was regrettable, however, that some of this time in class participation could not have been spent in classes of some of the newer and less experienced professors. This statement refers to the undergraduate program and the intensive courses.

- 4) **Methods of instruction.** Most of the work done in this area related to audio-visual techniques and materials. Guidance was obtained from CMO of USOM along with some help in the preparation of some materials. A deliberate attempt was made to promote as much self-sufficiency as possible at EBAP. CMO personnel were extremely helpful and cooperative, and exhibited a high degree of professional competence.

Work was started at EBAP through the enthusiastic cooperation of one individual, Professor Lobo. Through his use of the materials that were prepared, other professors showed interest, and the result was the hiring by EBAP of an experienced audio-visual technician, Mr. Wilson Barbosa. Mr. Barbosa was engaged by EBAP to work on a half-time basis, but gave rather generously of his own time beyond this amount. Thereafter, this reporter worked mostly with him, and he worked with the professors and the graduate students. Mr. Barbosa used motion pictures to some extent, 35mm colored and black and white slides, flip-charts, felt board, and the overhead projector.

During the last six months of 1960 a stage of progress was reached where the graduate students were preparing most of their own materials, a skill that should prove useful when some of them become teachers of public administration in the future. To this reporter, one example in particular served to demonstrate the application of this media at EBAP. He went into the workshop shortly after 5:00 p.m. on a Friday afternoon. Two professors and two graduate students were hard at work preparing flip-charts and other illustrative material. He somewhat jokingly asked where else might one expect to find four people so hard at work past 5:00 p.m. on a Friday afternoon in a school. Their reply was, "we are interested in what we are doing and wish to get it ready for next week." Part of their discussion also related to plans to spend a good part of Saturday to get the material finished for Monday.

Plans were prepared for a photographic laboratory, and a sum was submitted to the Getulio Vargas Foundation for the 1961 budget for purchase of equipment. Drawings were prepared for a seminar room suitable for

the utilization of audio-visual equipment. A list of requirements was prepared for equipment and materials storage, screens in various classrooms, and a workshop for non-photographic materials preparation. The workshop was established and received extensive use. Most of the other plans still require implementation. There is a severe problem of background noise at EBAP, and when these other plans permit still wider use of visual aids, it should be of substantial benefit to instruction.

EBAP is not ready to export audio-visual materials to other participating institutions. A number of problems remain before this will be possible. This is a long term objective, and cannot be realized before perhaps another two or three years.

In respect to other methods of instruction, a number of lectures were given in classes by this reporter and other SC professors, with varying methods of presentation. This reporter also arranged for guest lecturers from PBAD of USOM, with Mr. Barbour and Mr. Robinson making presentations in the personnel seminars. Mr. Barbour gave much assistance to the course on position classification. This assistance was much appreciated by both Professor Wahrlich and the students. The principal need is for an organized and continuing approach to the study of teaching methods.

- 5) Graduate Program Committee. This committee consisted of Professor Leal as chairman, with Professor Wahrlich and Professor Bemis as members. This reporter was not a member, but Professor Campbell and he sat in on all of the sessions. In addition, Professor Lordelle and others joined in the work of the committee at a later time. Meetings were frequent for several months. The result was the committee offering a proposal for a revised graduate curriculum. This curriculum proposal was accepted by EBAP with few modifications and became effective in March, 1961. Some problems remain, such as the effect on the students of last year who had taken half of the former curriculum.
- 6) Consultation and research.
 - a. Internal consultation at EBAP. Individual consultations, mostly with nine of the EBAP professors, have related to curriculum, teaching problems, materials preparation, and have ranged from work on specific problems of short duration to continued contacts during the tour of duty.
 - b. Outside consultation and research. It has been intended that each SC staff member should spend a part of his time in research and consultation. Consultation here refers to government agencies and

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other contacts outside the host institution. Without a counterpart or active participation of EBAP professors, this reporter did not consider it advisable to work independently. There was one recent exception. Through the assistance of Professor Wahrlich, Petrobras has cooperated in planning a series of case studies on personnel problems, the first dealing with position classification. This has been interrupted by the transfer of this reporter to the University of Bahia at Salvador, but it is hoped that these studies can be continued in Salvador, with some help from EBAP and Petrobras in Rio.

- 7) **General.** On some occasions, this reporter has been assigned specific duties of short duration that have involved trips to Recife, Salvador, Porto Alegre, and Curitiba. During January, 1961 one of these short assignments was to collaborate with two Brazilian professors as part of a special course at the University of Bahia.
- 8) **Transfer to the University of Bahia.** On March 2, 1961, this reporter was transferred to the School of Administration, University of Bahia. This has been a period of orientation preparatory to substituting for Professor Crosap upon completion of his tour of duty.

4. Evaluation.

Any evaluation of the results of this tour of duty should, in the opinion of this reporter, take into account the type of our program at EBAP. This program is primarily consultative in its nature; it is not operational. An operational type of program in which the visiting team has virtually complete administrative control including budget, and where practically all teaching is initiated by the staff, affords an opportunity to move at a much faster pace. Work in a consultative situation proceeds more slowly, and the visiting staff must exercise much more patience and restraint; the host institution may have its own problems of budget, and they quite obviously do not need to accept help and advice of the visiting team unless they are convinced of its desirability.

With respect to this reporter's activities, probably the opportunity to share in graduate program curriculum planning and to collaborate in the preparation and use of audio visual materials have been most meaningful and significant. According to comments of some Brazilian professors, the introduction of the use of audio-visual methods extends beyond the strict limits of the instructional materials. Their development requires the professor to plan better, and to organize better. He spends more time outside class in preparation and covers more subject matter in the classroom.

Evaluation of some of the other activities becomes difficult because

they are more difficult to measure. They are more difficult to measure because they are scattered, and not sufficiently related to a carefully defined work plan. A well defined work plan was not possible due to some of the reasons mentioned above. Endeavors tended to be in response to individual requests as situations arose. This was not always the case, however, because the personnel courses for example, had a regular schedule and specific objectives were sought.

One recommendation would be to reconsider the obligations of the Project Agreement in respect to the contributions of both Brazilian and American Parties. This reporter has the impression that in most areas Brazilian colleagues are doing what can be done under present financial limitations. If there could be a way to extend further financial assistance to cover more of the needs on the project it would remove many of the difficulties. The outstanding example in this respect is the present lack of "counterparts" for the U.S. professors.

Little comment can be made on the School of Administration at the University of Bahia except to say that this reporter is well impressed with the work that has been done there by Professor Cresap and Professor Anderson. This is illustrated by one comment made by a Brazilian colleague. He said, "I have lived and worked in Bahia during several years in the past. I know the problems that one is likely to encounter in the helping to establish a new school. I can see many things during this visit to Bahia that appear to be directly due to their efforts."

Comments on Terminal Report ofRaymond C. Jollyby E.G. Campbell, Chief of Party, U.S.C.

The outstanding difficulty emphasized in Professor Jolly's report is the inadequacy of counterpart assistance referred to in paragraphs 2,3 and 4. This deficiency is commented upon in my own report (§II, (3), p.4) where the improved prospects for 1961 are also noted. In a word, the integration of Project support in the regular Brazilian budget would seem to offer better prospects of adequate financial support and therefore of counterpart help. It should not be supposed from the above, that no counterpart assistance has been given. All institutions have provided some such assistance in connection with the teaching of courses, compilation of readings, development of Audio-Visual aids, etc. However, at no time have regular full-time counterparts been attached to each staff member. This deficiency has retarded research especially.

The "misunderstanding" referred to in paragraph 3 (p.3) has long since been cleared up and a mutually satisfactory teaching rôle has been agreed upon. At EBAP this teaching is restricted mainly to the Graduate Program.

Jolly's comment in §5, p.4 concerning limited development of EBAP as a National Center is a valid one. This is partly owing to the limited resources at the disposal of EBAP and partly to reluctance on the part of other institutions to accept its leadership. EBAP has provided some assistance to U. of R.G. de Sul and to U. of Bahia and is prepared to accept students or professors from other schools into its graduate program on a scholarship basis. I should expect the National center rôle for EBAP to develop only gradually.

The work done by Prof. Jolly in A-V aids and other fields made substantial impact at EBAP and caused expressions of regret that he was to transfer to Salvador.

In connection with Jolly's comments under §4, p. 7, please note my report §I wherein the special character of this Project is evaluated.

Signed: E. G. Campbell
Chief of Party

Rio, 4-20-1961