

AIRGRAM

DEPARTMENT OF STATE

PD-AAA-297-A1

UNCLASSIFIED
CLASSIFICATION

Tech Rpt 5 III - 1/23/63

BR 21

Jones
5120263 (40)

BR
350.0007
US8a
Jones

For each address check one ACTION INFO

AID/W TOAID A- 21

Pub Adm

✓

DATE REC'D.
INTERNATIONAL UNIT
87
88
CABLE AND AIRGRAM SECTION
DATE SENT
07-03-63

DISTRIBUTION ACTION

LA-10

INFO.

APP

CO-50

HR-50

SEC

WE

FROM - Rio de Janeiro

SUBJECT - Prof. Edward J. Jones, Jr. (Contract AIDc-1138) - End-of-Tour Report

REFERENCE -

Enclosed is the End-of-Tour Report of Prof. Edward J. Jones, Jr., University of Southern California professor assigned to the Brazilian School of Public Administration, Getulio Vargas Foundation, in Rio de Janeiro. The report incorporates comments made by Prof. Frank P. Sherwood, Chief of Party, USC Faculty in Brazil.

Prof. Jones' report covers the period July 12, 1961 - June 21, 1963.

Enclosures: as stated

~~XXXX~~ GORDON

OTHER AGENCY

CO-8

HR-8

CO-417

STATE

HOW

PAGE 1 OF 8

DRAFTED BY <i>L. Pass Barreto</i>	OFFICE PBAD	PHONE NO.	DATE 6/24/63	APPROVED BY: Edlow G. Parker, Act'g Chief, PBAD
--------------------------------------	----------------	-----------	-----------------	--

AID AND OTHER CLEARANCES

HCKeen, PBAD

RWReinhold, EXAS ME

JHermansen, EXAC

UNCLASSIFIED
CLASSIFICATION

END-OF-TOUR REPORT OF

Professor E. J. Jones, Jr.

University of Southern California

School of Public Administration

From July 12, 1962, to June 21, 1963

Contract AIDc-1138

Project 512-W-77-AR

I. General Objectives and Specific Goals of Assigned Duties

The University of Southern California, School of Public Administration is the U.S. institution participating in a six year contract agreement negotiated between the Brazilian and U.S. Governments in May 1959. Brazilian participating institutions include the Getulio Vargas Foundation through the Brazilian School of Public Administration, the University of Bahia, School of Administration at Salvador and the University of Rio Grande do Sul, Institute of Administration at Porto Alegre. Ten USC professors were assigned to the project during the period covered by this report. One other professor and I were assigned to EBAP (Brazilian School of Public Administration) and I served as the leadman at the school for the entire period, save for the first three months when I participated in the intensive language course at the U.S. Embassy.

The contract places emphasis upon the institution building aspects of technical assistance. In brief, this is to be achieved through the development of Brazilian professors of public administration in the United States, the consultation and assistance provided by visiting professors and the development of library, teaching material and research resources. My selection and assignment was based upon a capability in the field of human relation and executive development as well as extensive operational and consulting experience in personnel and management techniques. I came to Brazil with few preconceived notions about how to proceed in providing support to EBAP. In the ensuing twenty-three months, I have discarded most of these preconceived notions. In the same months, I have, I believe, succeeded in sharpening my understanding of what needs to be done and what can be done within the resources available in the Brazilian setting. My experience has indicated that if

UNCLASSIFIED

we are not totally bound to a prescription, if we are able to accept what exists, there is much that can be done. Taking the longer view, in the eleven years of EBAP's existence much has, in fact, been done. Viewed in the larger frame of Brazilian political and economic events in these two years, there is much to be done that cannot wait.

2. Problems and Difficulties

This subject must be treated in terms of my expectations. I was generally aware of the problems and difficulties that had beset university programs in other countries as well as in Brazil. I did not find new problems but rather variations and degrees of old ones that have troubled the public administrator, the professor of administration and the dedicated citizen through history.

The Language Barrier

In retrospect, my first and greatest frustration was in the requirement that I gain a reasonable facility in the language. Despite three months of intensive language instruction, it was more than a year from my arrival before I was able to participate in a class with some degree of comprehension. At the end of two years, I speak and understand the language of administration with some facility though there remains substantial difficulty in dealing with a distanced situation and with new areas, vocabulary etc.

Interaction with Brazilian Professors

The second most perplexing problem was, and is, the difficulty in localizing most Brazilian professors for long enough to talk about public administration. Put briefly, in an inflationary spiral professors are very busy with matters of survival. Though salaries are better than they were two years ago in terms of the number of cruzeiros paid to a professor, they are worse in terms of what he can buy. As a result most have at least one other job. Unfortunately, this is too often in an activity other than professional public administration, for example, teaching high school.

Need for Brazilian Teaching Materials

The lack of good Brazilian teaching material in the field of public administration and in the social sciences is a critical

problem. This is aggravated by the lack of basic works in the field translated into Portuguese. At the applied level, the student is limited to the notes he takes in class, a limited number of "handouts" and some elementary publications sold in paperback that are often merely notes on material published elsewhere. At EBAP, as in the universities, the Brazilian student is not oriented toward reading for knowledge. For economic and other reasons he has not been exposed to a wide variety of books in each subject area. This is, in part, the basis for the traditional lecture oriented classroom that is a source of great concern to those who look toward new horizons in education for the public service.

Emphasis on Techniques

The field of public administration was initially based upon work done in the analysis of work and of the structure of organizations; the drive against corruption in government, known as the reform movement and, somewhat later, the drive for economy and efficiency in industry. These sources produced a discipline that was basically mechanistic and essentially rational. Though this early approach has persisted in the US and though the "principles" of administration still enjoy much popularity, there have been strong countervailing forces largely developed in the social sciences, particularly in psychology and sociology. Those who led the movement for public administration education in Brazil found satisfaction and hope in the early concepts and as a result, the field grew with a strong emphasis on techniques and on reform. Both techniques and reform were quite obviously needed in Brazil and there was some limited progress made in each area. Unfortunately, experience has demonstrated that these basic goals are not enough and that public administration must deal with some of the dynamic processes of leadership, planning, authority, communications and small group process. It was to these new and largely unexplored areas that I directed my principal effort during this tour.

3. Summary of Activities

In a brief questionnaire that I sent to each of the fifteen men who served as visiting professor at EBAP during the years from 1952-1961, I asked what they felt that they had contributed during their visit. All seemed to find some difficulty in answering this question but, generally, the responses indicated confidence

that interaction with colleagues and with students was among the most significant of their contributions. Seen from another dimension, the school at EBAP has developed into a vigorous independent center for public administration. Despite the Brazilian setting, the mark of the visiting professors and of the professors who were trained in the United States is very clear. The accurate evaluation of what action produced this constructive growth appears to be virtually impossible but the growth did occur.

I, too, feel that there is little that can be said to support my specific contributions to the project. However, I will try to recall what seemed positive to me. To a very considerable extent I pressed, perhaps sometimes too hard, the case for what I have described as participative education. Some times I talked of it in general and rather theoretical terms, sometimes in hard specific ones. I demonstrated cases, work projects, communications problems and small group process whenever anyone, Brazilian or American showed any inclination to listen. During the first year and as I was evolving my strategy, I urged my Brazilian colleagues to increase their use of social science skills in the classroom and build upon what they had seen and learned in the United States. This had little or no impact until the appointment of a new Director of EBAP. In all modesty, I claim part of the credit for her initiating committees at EBAP that have made significant contributions in turning the attention of the staff to new methods of instruction, to new techniques of student guidance, to an executive development program and to a new viewpoint about long range planning for the EBAP of 1970. I hasten to credit my colleagues with a full share in this accomplishment.

A case can be made for what I believe are significantly better relationships among the Brazilian professors and between them and the students. In part there was a demonstration by the USC professors of social and intellectual interaction with professors and students that I believe transcended anything that had occurred in the history of the school. There is a constant doubt about what works and what does not work in technical assistance. In the two years I explored many approaches and feel confident that I gained a measure of rapport with most of my colleagues to the extent that this was a contribution. I attribute this relationship to my moderate success in learning the language or making a real effort to do so, an essentially supportive and non-evaluative attitude in sharing the successes and failures that were from time to time discussed with me and to a series of social events that involved

* Brazilian School of Public Administration

many of the professors in informal exchanges. With respect to EBAP, I feel that I made some contribution by helping members of the faculty, especially the present Director, focus on the role of the school in relation to the governmental agencies, other centers of higher education and to the Getulio Vargas Foundation.

On several occasions I served as a consultant or trainer at the Universities of Bahia and Rio Grande do Sul. One of these experiences was especially fruitful as it acted as a "trigger" to stimulate interest in a new educational technique at EBAP.

Finally, I should like to include several items that I found personally rewarding. These included an opportunity to teach an adult class in World Politics at the Escola Americana and to run an Applied Human Relations Laboratory for a group of Brazilians who represented a cross section of the middle class citizen of Rio. Both of these activities were, of course, on a voluntary basis. I was pleased also with the fact that Mrs. Jones found a rewarding experience in doing volunteer work at the guidance center, Escola Americana and in a large Rio orphanage.

4. Cooperation with Brazilian Agencies

My associations were essentially limited to the Fundação Getulio Vargas and EBAP. Though there have been times when I would have argued otherwise, my balanced evaluation is that, under the very very difficult economic and political circumstances that have existed for the past two years, more has been done than one could hope for. The President of the foundation, his Executive Director and the present Director of the school left nothing undone to show themselves interested in the program and sincerely anxious to have it succeed.

5. Evaluation of Results

My estimate of the progress of the total public administration project to date is that it has accomplished essentially all that a reasonable man, competent to pass professional judgment, would have anticipated when the contract was signed four years ago. This evaluation is quite purposeless if it measures only against the words on the contract. Though the project can probably be defended legalistically, I don't regard this as the significant measure of success. It seems to me, that in face of extreme financial and political problems it is little short of a miracle that the public administration program has progressed as

well as it has in four years. It is quite easy to point to what has not been done in Brazilian administration and many do. I should rather mention a young man who graduated two years ago and is now the mayor of Macapa the capital of the Territory of Amapa doing heroic and constructive work in a town virtually without resources, often without milk, meat, water or energy; a classmate of his who is the principal architect for administrative reorganization in Rio Grande do Norte; or a bolsista in the USC, United Nations program ten years ago who is providing the technical leadership for administrative changes that may well refashion the future of Bahia; or a graduate of the N.Y.U., School of Public Administration who has served in a wide range of key government jobs and who now is Director of EBAP. I am proud of the fact that our programs have reinforced the democratically oriented beliefs of these people and certain that these and the literally thousands of Brazilians who have been exposed to public administration programs exert a strong and, hopefully, increasing force on administrative progress.

I feel sure that sometime in the future there will be a general evaluation of this six year program. What will probably escape the casual observer or evaluator, will be the political, social and economic climate in which the program was conducted. The collapse of morale in many government agencies literally crushed a very promising move toward massive in-service training in the ministries. The uncertainty that attended the return of Joes Goulart to the country and the division of opinion which has persisted have made administrative reform inordinately difficult, if not impossible. When I arrived, one dollar bought 250 cruzeiros, today it buys 750 and many prices have advanced more than this 200% inflation would indicate. The implications for stability cannot be escaped. Yet in spite of all this I remain basically optimistic about the future of the public service in Brazil.

6. Recommendations for the Future

I recommend that the project be carried to completion at the level of effort presently proposed. Further, that special emphasis be placed upon the development of resources designed to support research and training efforts in all of the schools under the contract but especially at EBAP. Many of the weaknesses in the teaching program at the schools will be solved by Brazilians with further experience and experimentation. What will not be solved,

without a twenty year effort, is the virtual absence of a fund of sound material on public administration in Brazil. Thus it becomes obvious that there will continue to be a great deal to do in stimulating the growth of research scholars. In the short run, this means doctoral training out of the country but in the long run there must be a cadre of competent, research-oriented professors prepared to replicate themselves with an effective doctoral program at EBAP.

More than 2500 students of public administration have passed through EBAP in the past eleven years. There is a continuing need to provide this basic training in public administration. Now, however, the School should turn to the development of the top levels of government and those who are about to enter these levels. For me, this implies a massive effort in executive development. I shall not detail these needs here except to say that one long range goal should be to develop an Administrative Staff College competent to prepare administrators. This school should be dedicated to the preparation of mature students for performance at the policy level of the government. I believe that a logical place for it is at EBAP.

Finally, and despite many misgivings on the subject, I believe that the proposed International Center for Public Administration at EBAP is inevitable and that it will need and deserves US support. There is a vital need for leadership in the development of an adequate public service in Latin America. It is logical that Brazil should provide a fair share of this leadership. In providing leadership there is a possible bonus to be gained for it will be necessary for Brazil to carefully reappraise its own philosophy and practice of public service in the process of aiding others.

Chief of Party's Comments

I have no comments to make on this report.

Frank P. Sherwood

EJY/af

UNCLASSIFIED