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DEPARTMENT OF STATE

Mars, Prof. David

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FROM - Rio de Janeiro

SUBJECT - Prof. David Mars (Contract AIDc-1136)
- End-of-Tour Report

REFERENCE -

During his tour of duty in Brazil under University of Southern California Contract # AIDc-1136, Prof. David Mars was assigned to the School of Public Administration of the Getulio Vargas Foundation, in Rio de Janeiro. Previously, in 1962, Prof. Mars served as a short-term consultant under above contract.

Prof. Mars' End-of-Tour Report, attached, covers the period of July 14, 1963 - June 28, 1965, and incorporates comments made by Prof. Edward J. Jones, Jr., Chief of Party.

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End-of-Tour Report of
Professor David Mars
University of Southern California
School of Public Administration
Contract AIDc-1138, Project 512-11-770-044
July 14, 1963 to June 28, 1965

General Objectives and Assigned Responsibilities

During the first year (1963-1964) of my two-year tour of duty in Brazil, I was assigned two general responsibilities: Leadman at the Brazilian School of Public Administration (EBAP), and Bolsista Coordinator for the project. In connection with the former, I attended EBAP faculty meetings, consulted with the director and professors, and analyzed and reported on EBAP activities for the project's monthly and semi-annual reports. The latter, which has continued throughout my stay in Brazil, was a natural assignment for me, since I had spent the two previous years (1961-1963) as Faculty Advisor of the Brazil Project on the USC campus. As such, I was academic counselor to all the bolsistas on campus. As a result, when I came to Brazil, I was able to counsel departing bolsistas more fully on the nature of the academic program on campus.

With the departure of Professor George W. Bemis in May 1964, I acceded to his responsibility as Research Coordinator for the project.

With the departure of Professor Ivan L. Richardson in September 1964, I abandoned the position as Leadman at EBAP, and added the responsibility of Publications Coordinator for the project. Although the formal relationship with EBAP ended, consultations continued with many professors on an individual basis, and also with the Director, particularly in matters connected with research and publications.

Problems and Difficulties

I cannot say that I encountered many problems and difficulties in my work. Partly this is related to the cooperativeness of the Brazilians (and Americans) with whom I worked; partly this is related to the fact that my tour of duty was spent in doing many

different things rather than one specific thing, so that it was easier to be satisfied with a succession of small gains than to be frustrated by failure to accomplish something major.

Attention should be called, however, to one fact, which was a problem, and to one personal frustration. The former is an aspect of the timing of the program. It seems clear to me now, in retrospect, that we had too many professors and too few bolsistas too early in the program. Now that many of the bolsistas are back at their home institutions and are in a position to relate well with the American advisors, the advisors are greatly reduced in number and making preparations to leave Brazil. A joint effort now between bolsistas and American professors (if they were available) would accomplish a great deal.

The personal frustration comes from not having been able to implement a research project conceived even before arriving in Brazil: a study in political socialization, more precisely a study probing political attitudes among newly-arrived residents of Rio. The project was to have been a joint undertaking with a Brazilian professor, giving him a doctoral dissertation and me the research study. However, personal economic considerations on the part of the Brazilian made it impossible for us to develop our joint project.

Accomplishments

1. Bolsistas. In my view, the bolsista program is the single most important aspect of the Brazil Project. It is to the bolsistas that we must look for the persistent and long-range impact which is at the heart of a technical assistance program such as the Brazil Project. My work in this area consisted of helping to identify bolsistas, helping them to prepare their USAID and their USC forms, expedite their USAID processing, communicate with campus, orientation, academic counseling, and conducting interviews after return. One item in this program deserves special mention: my teaching a one-semester course in public administration, designed to be the equivalent of the campus graduate course in introduction to public administration, planned in order to give a group of departing bolsistas a feel for how a university-level course in the United States is handled. I count my work in the bolsista program as perhaps the most important aspect of my tour of duty. Altogether, I assisted in preparing seventeen bolsistas for their departure and their experience in the United States.

2. Research. During the time when I was Research Coordinator, this position became somewhat less important, due to the decrease in the number of USC professors in Brazil and the establishment of the Ford Foundation-supported Center for Administrative Research at EBAP and research program at the University of Bahia. My accomplishments here include working with six student research groups at EBAP, helping them in their research designs, instruments, and evaluations; helping the Center by commenting on research proposals; and initiating a survey of municipal officials' perceptions of their local government problems, funded partially by USAID/Brazil, and implemented through the good offices of the Brazilian Institute of Municipal Administration (IBAM).

3. Publications. In the three publications programs in which the USC group is involved, the following were accomplished: a) in the USAID/Fundação Getúlio Vargas Project Agreement: three more books (Planejamento Urbano, Recursos Humanos para o Desenvolvimento, and Análise e Política Econômica nos Países em Desenvolvimento) were added to the five previously published, and three others are very close to publication, b) in the series of readings, Textos Selecionados em Administração Pública, two more volumes were added (Administração de Arquivos e Documentação and Poder e Responsabilidade em Administração Pública), leaving only three more to complete the 14-volume set, and c) in the miscellaneous area, three more publications appeared: Empresas Públicas: Textos Selecionados (Sherwood), Um Estudo de Decisão Administrativa: Quatro Aplicações de Método do Caso (Sherwood), and From Crisis to Revolution: Monthly Case Studies (Bemis), in the last of which I edited the manuscript and then arranged all the details of publication: purchase of paper, typing of multilith masters, proof-reading, multilithing, binding, and cover design and imprinting.

4. Consultation with Professors and Professor-Students. One very satisfactory area of accomplishment, fundamental to a technical assistance endeavor, was consultation with individuals. This consultation may be divided into two aspects: a) with Brazilian professors as professors, in which the consultation took the form of suggesting books, ideas, approaches to teaching, etc., primarily with those professors involved in the teaching of the general course in public administration, and the courses in comparative administration, administrative theory, research, and O&M, and 2) consultation with Brazilian professors in their role as graduate students at USC, which took the form of advising on the writing of a master's thesis or participating as part of the campus doctoral program.

5. Preparation of Original Materials for Publication. Generally on request, I prepared the following materials, mostly for publication and use in Brazil: a) a 376-page reader, Poder e Responsabilidade em Administração Pública, published by the Fundação Getúlio Vargas, as the eleventh in the series Textos Seleccionados em Administração Pública, b) an article, "Special Districts in the United States," translated and published in the Revista de Administração Pública (IBAM's journal), c) an article, "State-Local Financial Relationships in the United States," to be translated and published in the same journal, d) an article, "Power, Responsibility, and Public Administration: Past and Present," translated, to be published in the Revista do Serviço Público, e) an article, "Education for the Modern Public Service," translated, to be published in the same journal, f) a case, "Greeks in Guanabara," for inclusion in a volume of essays on state and local government in Brazil, being edited in the United States, and g) a paper, "Social Sciences, Research, and Development," delivered at the inaugural conference of the Interamerican School of Public Administration. In addition, the research undertaken through IBAM may yield some publishable results, either in the form of a monograph or one or several journal articles.

6. Related Editing and Writing Activities. In addition to the material just mentioned, I prepared or worked on materials of more limited circulation. This category would include: a) editing of most of the reports issued by the USC team in Brazil during the last two years, b) preparation of "position papers" expressing the view of the USC team on some subject of importance (e.g., the establishment of a Latin-American center on campus, making a collection of social science readings), and c) preparation of other materials (e.g., the paper on criteria for evaluation of a technical assistance program, on which the final evaluation of the project will be based).

7. Researchers' Group. Only tangentially related to my research responsibilities under the project, but a source of great personal satisfaction, was my effort in establishing an organization consisting mainly of American graduate students doing social science research in Rio. The need for such an organization became apparent to me after I had met and talked with several researchers individually and had become concerned over possible duplication of research efforts. It seemed to me also that such an organization could provide positive benefits such as a forum for the exchange of ideas and research hints, and for social interaction. Through

the kindness of Professor and Margaret Jones' permitting the use of their home as a meeting-place, the group met a number of times and has become established on a seemingly permanent basis. On occasion, as many as fifty people attended a meeting of the group. Currently, members of the group are studying the question of where to go in the future for the support and auxiliary services which the USC team has provided during the past year.

8. Miscellaneous. Here, the following should be listed: a) assisting with the inauguration of the Interamerican School of Public Administration, including the preparation of an information questionnaire, a discussion questionnaire, delivery of a paper at the inaugural conference, and consultation with staff members, b) translations, which started out to be language practice but was soon transformed into more direct work experience, with the translation of several pieces and revision of already-translated works for inclusion in publications, c) guest appearances of various sorts, including a lecture on American local government, a demonstration of the use of the slip technique, and three sessions on the case method, and d) library development, including supervising the ordering of books for the libraries at the project institutions and making the first round of purchases for a Brazil collection being started on the USC campus.

Cooperation with Brazilian and American Agencies

There has been no cooperation with agencies as such, only with people. On the Brazilian side, cooperation, as well as a sympathetic and understanding ear, has always been forthcoming, from the professors as well as the school administrators. I have had little contact with directors of the schools outside of EBAP and no contact with Brazilian government agencies or officials. The Brazilians with whom I interacted were always friendly, cooperative, and open to suggestions.

Relationships with people in USAID/Brazil were also good. Certain people should be singled out for particular attention: USAID/TO people, particularly Dr. J. Wayne Gibson, Dona Palmyra P. Monteiro, and Mr. Jayme W. Spindler, without whom our bolsista program would not have had the success which it did, and USAID/TAB people, particularly Messrs. James E. Asper and Dauster C. de Almeida, without whom the Project Agreement publication program would not have succeeded.

Recommendations

Although a number of specific recommendations occur to me, I shall deal here only with two general ones, one related to the present project, the other related to future projects of this type. Both seem rather obvious now.

The first is that somehow some level of interaction continue between USC/SPA and the Brazilian institutions in the project. It seems irrational to have invested 50 man-years of American professional time, over \$2,000,000, and much Brazilian manpower and money, then to cut off the program completely at a time when the greatest gains might be realized. Informal contacts and attenuated interaction will of course continue in the very nature of professional academic life, but what is needed is some institutionalization of these contacts and interaction.

The second recommendation, for future projects, stems from something dealt with earlier as a problem, the balance and timing of technical advisors and trainees in any program involving participant training. What is submitted here as a recommendation is that the advisors be kept at a minimum during the early years of a project and that much of their effort go to identifying and preparing participants. The number of advisors should then be increased toward the end of the project, as the trained participants start filtering back to their home institutions. The cooperative interaction made possible by both groups working together and "talking the same language" would make possible very large gains and would reinforce the long-range efforts of the participants.

Chief of Party's Comments

The services of Professor Mars have been of exceptional value in achieving the goals set for the last two years of the contract. This report expresses quite clearly what he has accomplished and I only wish to add that the quality of his performance was uniformly excellent.

DM/ef

R. J. Jones, Jr.,
Chief of Party
USC Faculty in Brazil