PN-AAR-982

FEASIBILITY STUDY

PROPOSAL TO RE-ORIENT TRAINING AND

EDUCATION ACCOMPLISHED IN THE UNITED STATES

FOR LATIN AMERICA TO MORE CLOSELY ACCORD

WITH ITS REALITIES AND REQUIREMENTS

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PREFACE

The Development Administration and International Training Divisions for Latin America of the Agency for International Development have been sensitive for some time to certain weaknesses in U.S. training and education programs for this great and important area of the Continent. Recently the Divisions established a number of hypotheses through which it was believed such resources in the United States could be improved. These were informally discussed with representatives of the Organization of the American States, the Office of Education, the Director of the Ford Foundation for Central America, and representative officials of the Agency for International Development in Washington and technicians in the field.

The character of informal inquiry response was generally such as to recommend broader discussions with U.S. universities having varied interests in Latin America. The institutions chosen for on-site visit and discussions by a representative of AID were those of long-time interest in Latin America and with locations which would suggest possible advantage to the proposal because of their Latin-Spanish orientation. The universities visited are the following in sequence of visit: Florida Atlantic, Oklahoma, Kansas, Texas at El Paso, New Mexico, San Diego State College, United States International (San Diego), Southern California, and Miami.

A certain amount of preparation was accomplished by means of transmitted materials to the universities to be visited prior to arrival of the representative. Consideration of the proposals were begun by round-table discussion on the first day of the visit. Universities concerned in the visits made excellent arrangements for discussions. Normally an effective representation of university officials and academicians of varied disciplines were present. The representative in the preliminary meeting provided a general discussion of the proposal. An interval was then provided, at most universities until the next day, to allow time for discussions with individual staff members and for inter-faculty discussions. The second group discussion was normally not scheduled until the following day.

Each university faculty was requested by the representative to prepare a "consensus" statement of university opinion with regard to the proposal. This was to be tentative, non-committing, and to be sent to the Chief of the Development Administration Division for Latin America of AID as soon as possible following the departure of the representative. A very broad outline was provided by the representative to generally guide construction of the consensus. This was as follows:

1. What is the university's broad appraisal of the proposal presented? Does the university find a sincere interest itself in becoming involved in implementation of the proposal? Does the university consider that a strengthening of education and training for Latin America is a feasible and perhaps the potentially most effective way to improve understanding and harmony with Latin America?

2. A response to inquiries of the questionnaire (details available).

3. A discussion of strengths and weaknesses of the university in support of the proposal if its interest is to become involved. (Mentioned elsewhere is the proposition given to each university visited that it was not expected that any university with interest in implementing the proposal would be readily equipped with all facilities to answer its requirements. Also that it was anticipated that successful implementation of the proposal would probably require the consortium utilization of facilities from several universities).

4. Suggestions, cautions, or whatever contributions the university might have to improve the proposal.

In his presentations the representative stressed that the proposal was not of single interest to the Agency for International Development, but contemplated to serve general needs for improved resources for Latin American training and education in the United States. It was suggested that all international agencies, foundations, and most particularly the Latin American nations themselves were in urgent need of such facilities.

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The proposal described in the pages which follow was accepted as feasible by the universities involved in the field survey. The general reaction tone of response reflects not only conviction with regard to program essentiality, but a real measure of enthusiasm for the approach involved. Excerpts of response reactions are provided attached.

Comprehensive university "consensus" statements are available in the AID Development Administration Division for Latin America, Room 3929, Department of State, Washington, D. C. 20523, telephone DUdley 3-4833.

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PROPOSAL FOR THE CONSTRUCTION OF SPECIAL U.S. TRAINING AND EDUCATION PROGRAMS FOR LATIN AMERICA IN THE UNITED STATES

Justification: It is of critical importance to the United States that Latin American friendship, understanding and cooperation be maintained and strengthened. The construction in the United States of special training and education programs to accord with her specific needs, requirements and aspirations may be a most effective if not the most effective means by which this can be done.

Identified current limitations in U.S. training for the Latin American and proposed re-orientation action:

1. U.S. education and training programs, offer little to the Latin American student in preparation for a career in his own country. They are, of course, devised for U.S. students and their objective is to prepare participants for the U.S. job or profession. Whatever long or short term instruction the Latin receives in the U.S. is likely to prove of little or no application to the special demand of the job or profession in his homeland. The proposal suggests as feasible that through the operation of a U.S. University campus centered training operation comprehensively oriented toward Latin American language, culture, training needs and the realities of the prior educational history of the students in attendance, that a "laboratory" approach toward effective re-orientation of present offerings for Latin America can be developed.

2. Training and education programs in the U.S. for foreign nationals generally are available in the English language. If the Latin American would take advantage of such opportunities he must either have English fluency or learn the tongue. The English language may have no pertinence or value to the job he is doing or will do in his own Country. If he has good potential as an individual, the probability is that if he does not have English, he is too busy to learn it. International agencies cannot always select the best individuals to sponsor for U.S. education because of the language barrier which applies in many cases. Latin Americans as a characteristic without regard to their possible level of English fluency prefer to use their own language in whatever situation including that of education. The proposal suggests as feasible that U.S. facilities and resources are such that instructional programs of whatever level can be provided the Latin American in his language. This implies, of course, the availability of adequate textual and research source materials to supplement such instruction in a number of disciplines.

3. Overtly, at least, no differentiation is made by the U.S. university between the Latin American and U.S. student applicant who wish to study for advanced degrees. Accordingly, the U.S. university degree affords little in opportunity except to relatively few Latin Americans. Even in these cases the coveted achievement may require the Latin a number of years to obtain. Pre-requisites for such study prevent broader participation of Latin Americans because their entire prior educational history has been greatly different than that of the U.S. student applicant. Further, the current content and characteristics of Masters Degrees offered anticipate the U.S. job or profession which may be substantially inappropriate to Latin American needs. The comprehensive differences as well as levels and standards of education between the university "accredited" in Latin America and that of the accepted U.S. university, have prevented and probably will for some time, the development of a closer reconciliation in standard degree programs. However, adequate agreements and arrangements may be possible in the construction of special degree offerings in the U.S. specifically for Latin America. It is proposed as feasible that a major product of the "Center" laboratory would be the development of a "Special U.S. University Masters Degree" for Latin American students. Entrance requirements would be calibrated on those which the Latin American accredited university could reasonably produce. Curricula and courses involved would be constructed with a view to Latin American requirements for specific jobs and professions.

4. The environmental experience available to the Latin American studying in the U.S. is not of a kind to provide him either comfort, pleasure, or appreciation of the opportunity he is receiving. Most programs require his comprehensive and generally sudden adjustment to all things U.S.: its method, kind, and substance of education, way of life, language, habits and practices and so on. He observes little or no respect for or accomodation to his own background or heritage. The result is a continuance of "cultural shock" which has been referred for years as the most serious factor mitigating the value of international agency supported U.S. education programs. Proposed as feasible within the "Center" concept is the construction on a U.S. campus of an environmental complex to provide the Latin American during study a reasonable and effective accomodation to his prior home and educational experience, his culture, recreational interests, and pride in Country.

5. An important objective of various U.S. international activities for some years has been the construction of needed institutions, particularly the educational. These latter efforts have not met with outstanding success. On the other hand, such efforts to date in general have represented a kind of transportation to Latin America of U.S. education per se. They have not undergone any or at least an effective preconditioning to assure that what would be delivered would be specifically appropriate, useful

and tailored to the Latin American job or profession. There has been a paucity of research to improve U.S. efforts in institution building specifically for Latin America. The proposal suggests as feasible that the "Center" laboratory process as a by-product should improve U.S. capability in the construction of such training and education institutions within and for Latin America as may be required in the future.

Center Rationale:

Physically the "Center" is an integral part of the university selected, although in objectives and component parts all aspects of its life are comprehensively Latin American oriented. It is viewed as a laboratory in which U.S. and Latin teaching staff as well as the students themselves participate. The "Center" objective in addition to upgrading the student group through class instruction is to develop an improved approach to U.S. training and education for Latin America in accordance with the reality of needs and requirements of the great area to the south. The parts of the "Center" are the following:

1. Latin American students (from 40 to 50) who have been selected on merit, without regard to English fluency, and provided a comprehensive and specialized orientation before departure to the United States. All class work is in the Spanish language.

2. A bi-national teaching staff involving Latin American and U.S. professors and supplemented with a few Latin American "teachers" competent to instruct capably in one or more specialties.

3. A living, boarding, study, and recreational complex.

4. A library-research facility headed by a research professor and containing as well as producing textual and source and research materials in the Spanish language.

5. A planned spare time program permitting an exposure to U.S. resident Latin American families, Spanish moving pictures, plays, clubs, dances and related activities in which the locations of certain U.S. universities are rich in resources.

The "Center" instruction program is initiated by the establishment of six-month but continuous courses in one discipline of broad applicability. Public Administration is recommended because of its importance and applicability to all government operations, disciplines and to

country development. The intensive course content will have as its nucleus the administrative management functions. The training of "managers" is contemplated as the objective of the course. Course content will be developed by U.S. professors of political science, public administration technicians of the field and Latin American academic and government advisors. Courses will be taught entirely in Spanish and utilizing Spanish textbooks and supplementary source materials. Classes proper will be supported by substantial intern experience in State or Local Government operations also conducted in Spanish. Students will also be expected to make their contribution to "Center" objectives by research assignments - particularly with regard to the development of case studies. Estimates of universities as to the lead time required to prepare for the course average from one year to six months following availability of funds.

Upon initiation of classes investigation and development toward the objectives of the "Center" will involve the student body, U.S. and Latin American professional staff, the University community of location, and the coordinating instrument, the library research center. A carefully prepared plan of procedure developed before class initiation and applicable to each of the hypothesis will guide implementation. Daily staff discussions and weekly evaluation sessions will enable necessary shifts in approach, procedure and contribute to the gradual strengthening of all "Center" activities. From the outset a bi-national committee will begin considerations of further "Center" concepts such as the development of advanced degrees. Funds for faculty travel will be sufficient for the various purposes of relating the "Center" program to Latin American problems and its educational institutions.

It is planned that the academic staff of the "Center" will be bi-national, utilizing U.S. academicians capable of instructing in Spanish and Latin American professors of standing in their own area as well as broad acquaintance with the U.S. and its educational program. It is also contemplated to support the academic complement with the selection of a few Latin American "teachers". Within various disciplines it is possible to locate at work in Latin America non-academic but outstanding specialists in one or more subjects. Further, in the planning stage and following implementation it is planned to involve the UN, OAS, AID or other international agency technicians from the field for advice and assistance. The practical point of view of the "teachers" and the technicians is expected to be important to "Center" objectives.

The actual nucleus of the "Center" is viewed as the library of Latin American textual and source material. The "Center" development objectives in all respects are viewed as stemming from this unit of the project. Headed by a research professor the functions of this component are as follows:

1. Responsible for the administration of the research program through which a re-orientation of training and education in the U.S. for the Latin American is to be accomplished (curriculum, field research, environmental aspects, etc.).

2. The appropriate "Center" liaison official to which special studies possible of development from the center would be related. (Two universities are now in process of developing a proposal suitable for foundation consideration suggesting the "Center" as an unusual complex for the study of cross-cultural relations. The same project may include special studies related to curriculum development).

3. The construction of a multi-discipline library of textual and source materials in the Spanish language. At the outset emphasis would be placed on such literature in the Spanish language. Although such data is available, it must be assembled from such sources as the ESOPAC library of San Jose, Costa Rica, The bibliography of the Institute of Public Administration in New York, The Regional AID Technical Center in Mexico City, other universities and government institutions including those within Latin America.

4. Chairman the committee charged with "Center" research planning which will determine the program of case study and research project selection and implementation, new translations of textual and educational source materials, etc.

5. Carry the responsibility of administering the library facility including indexing, record maintenance, procedures for the control of data, etc.

As exceedingly careful selection of students for the "Center" will be necessary, so also will be the nature and kind of pre-departure orientation. In Public Administration at the outset and other disciplines as are developed, sponsoring agencies will work with selectees to develop with them a comprehensive presentation of the status of the subject matter in his home Country. For example, in Public Administration the student will

arrive at the "Center" prepared to give a very complete exposition of his Government's history, organization, policies, practices, procedures, and principal current problems. The students themselves will initiate early classes with the academic contribution leading off at an appropriate later stage. Students will be encouraged to "challenge" new concepts and ideas until defensible in terms of their own common-sense and understanding. The proposal suggests that as far as possible post departure follow-up activities be accomplished with guidance from the "Center" and the assistance of the respective participant sponsoring agency. Specific outlines will be prepared for this purpose, and data derived from such follow-up programs will be valuable to "Center" research. The "Center" by mail and otherwise will conduct a long-term follow-up program of past participants. A publications program developed during the first year will provide past students continuing information on "Center" development and professional data of value.

The complex of arrangements for initial and subsequent courses contemplates the construction of a living environment for the Latin students to reduce the cultural change problem and provide him an environment of greater comfort. The resident "Center" on campus is conceived to consist of living, eating and study quarters in a sense "built" around a library of comprehensive source materials in the Spanish language. Rather than requiring that the Latin adjust comprehensively to "all U.S." environment as at present, the university in all ways possible would concentrate on the extent that it can obtain from and adjust to the Latin values of the "Center." Special weight allowances would be provided students from Latin America so that they could bring with them native costumes, musical instruments, pictures, and other art forms. On days of national celebration the Latin students would be encouraged to provide a presentation. U.S. Spanish students of whatever discipline would be encouraged to use the "Center" as a place of language practice and to make friends. Further, it is expected that campus U.S. students with future professional interests and progressed in the Spanish language might benefit from actual participation for credit and as student in the "Center" classes. It would be hoped that the site of original experiment would present many resources in Spanish and Latin American families of residence for Latin students entertainment in homes, moving pictures, plays, Latin American and Spanish clubs, dances, etc. Long-term practice in providing social activities for Latin students has tended to ally them with U.S. citizens of other than Spanish or Latin extraction. It is believed that the new trajectory will provide at least as much and very possibly more value from the standpoint of pro-U.S. influence.

The projection does not overlook the advantage of direct exposure to U.S. families, institutions, culture, etc. Much of this will inevitably be involved in the approach suggested. Further, the students will be provided a comprehensive listing of varied orientation possibilities available to them. They will, however, be required to request these opportunities in lieu of having arrangements planned for them as in the past. The same concept will apply to use of the English language. If request is made by a student for use in class or otherwise, it will be provided. As an additional protection against "isolation" broad use will be made of U.S. students on campus with good language fluency for assignment as a "cooperator" to one or more of the Latin students. It would seem inevitable that U.S. students competent to be "cooperators" would have interest and possibly a career interest in Latin America. These individuals will be encouraged to sign up to take the original short courses and those of a more advanced nature to follow as a very valuable preparation for their futures.

It is intended that once the "Center" complex becomes effective in the initial discipline, that others should be added. Because of the need for such training and relationships to public administration, commonsense might recommend that business administration would be appropriate as the first additive. Either on the short course schedule or when more advanced courses are possible, others of priority need to Latin America such as agriculture, education, economics, etc. would be considered for addition. When this step is in order, if the campus of inception does not have sufficient strength or facilities, the consideration of opening a second "Center" on another campus and in addition somewhat harmonious disciplines might be in order.

From the inception of the "Center" concept it is believed that a beginning should be made in study and investigation in the construction of a special "Masters and eventually Doctorate Degrees for Latin America." Entrance requirements would be somewhat consonant to what reasonably would be required in the student product of the Latin American accredited university. Course instruction and degree component and all related instruction and research would be tailored to the requirements of Latin America in the discipline of concern. Requirements for granting the special advanced degree would represent a harmonious compromise between standards and requirements of the U.S. and Latin university. It is believed that curriculum and other revisions required for the special degrees will require a great amount of study, research in the field and careful evaluation. The eventual product, however, in carefully constructed entrance requirements, educational program and the special degrees themselves should be capable under evaluation of a reasonable comparison to U.S. offerings in advanced degrees. This, providing their

substantial difference in curriculum, recognition of reasonable "bridges" to the Latin American University system of education and standards, and comprehensive orientation of course requirements and instruction to specific Latin American needs for trained people in the disciplines concerned. Although such degrees might be substantially different than their U.S. counterpart, they would essentially aim at a level and standards generally above the Latin American University. Since the total experiment would be closely and continuously coordinated with key Latin American universities and with the help and assistance of their faculties, it is suggested that an eventual result could very possible be an upgrading of Latin American education at the university level. It is certainly a possible contribution in which the U.S. institution and faculty would be competent to provide.

It is believed that a logical and essential extension of the proposed program over time, should be the construction of a U.S. campus in Latin America and for Latin Americans and their training and education requirements. However, it is believed that the experience, research and other components of the proposal are essential to this objective. For some years there have been sporadic U.S. training and institutional efforts to create training and educational resources for Latin America. These efforts have not been very successful. It is suggested that proposal cycle constitutes a logical preparation effort for the Latin American campus.

A tremendous amount of U.S. based preparation, research and accomodation to Latin American education needs is obviously required and provides the answer to the question "Why not start this whole thing in Latin America." However there are others. If the Latin American is provided a helpful training or educational experience in the U.S. and which makes sense to him because it contributes to what he recognizes as his needs, the U.S. benefits greatly. Above the other nationalities, under such conditions, the Latin American tends to be "pro-U.S." oriented for the rest of his life.

Several U.S. universities of importance have evidenced considerable interest in being selected to support the "Center" plan. Each has submitted data which include particular reasons for its belief in the program, its feasibility, and an inventory of the resources it has available appropriate to the proposal. Although criteria for such selection are various, university interest and past experience in Latin American education and training, the extent to which its community of location is Spanish oriented, and the availability of staff capable of instructing in the Spanish language would seem to be of particular importance. The recent inquiry to various U.S. universities, however, did suggest that all things needed--ideally constituted--will not be

found on any one campus. Accordingly, a consortium cooperation of several universities may be required in program implementation.

These are the general considerations of the proposal. Several respective universities have examined them and found them feasible. Informal discussions with Latin Americans resident in the U.S. and their home countries view the prospective development with enthusiasm. Some international agencies have indicated their interest and support for the proposal. Although further steps are involved before implementation of the "Center" concept can become a reality, it is believed that an effective basis for further action has been achieved.