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TO POST-SECONDARY EDUCATION IN DEVELOPING
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PROBLEMS AND PROSPECTS OF TECHNICAL ASSISTANCE
TO POST-SECONDARY EDUCATION IN
DEVELOPING COUNTRIES

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Norman, Oklahoma

1970

PROBLEMS AND PROSPECTS OF TECHNICAL ASSISTANCE
TO POST-SECONDARY EDUCATION IN
DEVELOPING COUNTRIES

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THE PROBLEMS AND PROSPECTS OF TECHNICAL ASSISTANCE
TO POST-SECONDARY EDUCATION IN
DEVELOPING COUNTRIES

CHAPTER I

INTRODUCTION

The involvement of the United States' colleges and universities in stimulating development in the new nations of the world is becoming a major part of United States international activities. This activity is carried out by the Agency for International Development through contracts with more than sixty colleges and universities across the country. The expertise lodged in these universities is most valuable to the new nations which are striving to bring to their peoples the advantages of modern technological advances and their attendant social changes.

Need for the Study

This unprecedented flow of educational assistance has been further spurred in the last few years by the growing recognition on the part of scholars and policy-makers alike that educational development is not only a good thing in itself but an essential requirement for economic growth and overall national development. Thus, education has lately gained a higher priority position in

the programmes and budgets of individual nations and of bilateral and international assistance agencies.¹

In view of the great amount of man-power and financial aid given to educational programs through the Agency for International Development, hereafter referred to as AID, it is imperative that the factors contributing to the success or failure of such programs to be identified. This study may be justified for the following reasons:

A. Previous studies of educational assistance programs have focused on the financial and methodological aspects of educational transfer, as noted by Byrnes, Cerych, Humphrey and others whose works are discussed in Chapter II.

B. Since social and cultural factors have been largely overlooked in the context of AID studies, and in view of their importance to the success or failure of educational programs, it is appropriate that these educational transfer programs be comprehensively analyzed and evaluated from the social and cultural point-of-view.

Purpose of the Study

It is the purpose of this investigation to conduct an analysis of the reactions of technical personnel in educational programs supported and directed by the Agency for International Development in developing countries. The

¹Phillip H. Coombs, "Preface," in Problems of Aid to Education in Developing Countries, by Ladislav Cerych (New York: Praeger, 1965), p. vii.

analysis will focus on the positive and negative factors, hereafter referred to as prospects and problems, involved in the cross-cultural transfer of educational ideas. The analysis will provide the basis necessary to the development of a set of criteria for the use of those involved in cross-cultural aid programs. The existence of such criteria will give direction for devising ways to reduce the negative effects and aid in developing better educational systems here and abroad by providing data for establishing guidelines for future educational programs for the use of university personnel and overseas assistance experts.

Statement of the Problem

The general problem examined in this study was the identification of the problems and prospects faced by Americans providing technical assistance to post-secondary education in developing nations. More specifically, the study consists of a "problem census", that is an analysis of problems and their sources reported by technical assistants who worked in post-secondary or general education assignments, or both. The source of data for this study consisted of official AID reports filed by technical advisors over the past 10 years.

Organization of the Study

The report of the study is organized as follows: Chapter I is a general description of the study. Included

in this description were the need for the study, the purpose of the study, the statement of the problem, and the organization of the study. Chapter II is a background of the study. Included in it are the historical background, the role of higher education, contemporary reports, a general statement on interaction within and between cultures, and a summary of the chapter. Chapter III is a design of the study. Included in it are a general statement, the data gathering procedures, analysis procedures, and a summary. Chapter IV is the presentation of data. Included in it are an introduction, American based problems and host-national based problems. Chapter V is the conclusion of the research.

CHAPTER II

BACKGROUND OF THE STUDY

Historical Background

Early History. The cross-cultural transfer of education is certainly as old as man. As a science, it probably was started by the founders of pedagogy, the Sophists. Whether it is the passing of toolmaking from tribe to tribe, or the cultural interaction between the earliest organized social units, when man began to farm the land, it all involved the passing of knowledge from one group to another. As civilization developed in the Greek and Roman empires, scientists roamed North Africa, the Near East and Europe and carried with them their teachings as well as their scientific experiments in astronomy, geography, medicine and the literatures.

Alexandria, Egypt, was one of the first international centers of learning. Its library and museum, which were established about 332 B.C. by Ptolemy and Demetrius of Phalerum, attracted students from Europe, Asia Minor, and North Africa. The museum at Alexandria was a center for the advancement of science. Its library had 700,000 volumes

by 150 A.D. By this time the interaction between Athens and Rome was rising and the exchange of ideas was greatly enhanced. During the Hellenic period, Romans became dominant and established new learning centers in Rome and the Eastern Mediterranean. At this time a school of Roman law was flourishing in Beirut.

Roman culture remained dominant until the Arabs took over about 700 A.D. By the ninth century, the Arabs established new centers for higher learning in their major population areas. These institutions served to modify Hellenistic ideas to fit Moslem thought and religion. After they translated most of the Greek works into Arabic, they carried on advanced studies in science, especially mathematics, in their two major centers of learning, Cairo and Baghdad.

During the ninth and tenth centuries, the most outstanding universities in Europe were in Cordoba, Spain.

The influence of the Arab conquest on education in the West was such that according to Alvaro, a Christian from Cordova, 'Among thousands of us, there is hardly one who can write a passable Latin letter to a friend, but innumerable are those who can express themselves in Arabic and compose poetry in that language with greater art than the Arabs themselves.' The wave of Arab traders who followed the Arab conquerors contributed to the important transmission of Greek philosophy to the West through the transmission of the Arabian commentaries on Aristotle and Plato, made by Avienne and Averroes, to the scholars in Spain and Sicily.¹

¹C. E. Speakman, Jr., International Exchange in Education (New York: The Center for Applied Research in Education, Inc., 1966), p. 9.

The development of the medieval universities in the eleventh and twelfth centuries followed the decline of the Arab universities in Spain. Their appearance as the new centers of learning, which attracted students from all Europe, made the spreading of education across cultural boundaries more easy since the political boundaries of Europe at that time did not present any barriers to students who moved freely from one center of learning to another. The medieval universities kept the tradition and spread all the new and old ideas all over Europe, thus laying the foundations for the Renaissance and the Protestant Reformation during the sixteenth and seventeenth centuries, and later to education in America through the universities of Europe, especially the German university.

Recent Developments. The success of American relief in Europe after World War II opened the eyes of the world and especially the United States to a new approach to world relations. Development through education became a major tool in world relations. As the Point IV Program for reconstruction in Europe after World War II showed tremendous success, it was later put to effect in Taiwan, Japan, Korea and now in most of the pro-Western nations of the world. With the United States involved in foreign aid activities in all parts of the world, the need for more efficiency in operation and reduction in cost of the foreign aid programs led to the establishment of the Agency for International

Development, which takes part in hundreds of educational programs providing better means for the transfer of educational techniques and ideas to many developing nations.

The accelerating development of science and the need to spread it more rapidly was never as much in demand as it became after World War II. The practical nature of modern science and the economic and social contribution it is able to make to the developing nations of the world present a challenge to the leading nations of the world. Most of these nations do contribute to the development of education in the developing countries. This effort brings together individuals of different cultures for the purpose of transferring educational know-how. The contact between such individuals often occurs without preparation for, or information about each other's cultures, languages or environments. Under such circumstances, the establishing of the proper means of communication is often difficult if not impossible, especially where the desire to communicate is not as strong on both sides.

The Role of Higher Education

The development and utilization of the American university potentials as a major instrument for change in underdeveloped countries constitutes a turning point in

cross-cultural education.¹ The Agency for International Development was, and continues to be, according to Humphrey, the master planner and executer of this effort. The desire to harmonize two established bureaucracies, namely the educational institutions for higher learning and the federal government, constitutes a basic step for the success of cross-cultural education efforts by the United States.² Therefore, AID continues to develop better relations with the universities by involving them in program planning as well as execution. This, however, does not mean that all problems are solved, as pointed out by Humphrey in the following statement:

A . . . continuing problem in the AID-university relationship is one of sheer communication of the partners with each other. Although on the surface this may appear to be essentially a procedural matter, in actuality it is a good deal more. The fact is that AID and the universities tend to think about international education matters and to organize for action differently. In important respects both their habits of thought and their patterns of decision-making are at odds.³

With this in mind it is not hard to see the number and

¹R. A. Humphrey, ed., Universities and Development Assistance Abroad (Washington, D.C.: American Council on Education, 1967), pp. 20-21.

²John W. Gardner, AID and the Universities. Report from Education and World Affairs in Cooperation with the Agency for International Development (New York: Education and World Affairs, 1964).

³R. A. Humphrey, ed., Universities and Development Assistance Abroad (Washington, D.C.: American Council on Education, 1967), p. 8.

magnitude of conflicts created when two bureaucracies which originated in the same culture come in contact with totally alien bureaucracies in foreign lands. Another major source of conflict is the individuals who make up the organizations.¹ Such individuals can easily become problematic when the routine of their academic life is interrupted. Conflicts can even arise out of petty differences in privileges, status, and other job related differences between AID and university personnel. This complicates relations and interferes with goal fulfillment.

Some aspects of conflict certainly must be unavoidable. Those conflicts brought about by the political premise of American "foreign aid" would be the best example of unavoidable conflicts, especially when one considers the constantly shifting winds of the political climate in the underdeveloped countries and the whole world.

Contemporary Reports

In one of the early studies, Bronfenbrenner observed that the relations between university contract personnel and civil servants--employees of the International Cooperation Administration, known as ICA, or the employees of the United States Overseas Mission, known as USOM--have seldom been friendly. This is because university contract personnel

¹R. A. Humphrey, ed., Universities and Development Assistance Abroad (Washington, D.C.: American Council on Education, 1967), p. 66.

felt that they were treated like direct hire personnel or that ICA wished to replace them by its own employees. On the other hand, ICA felt that university personnel were sometimes irresponsible in different professional and financial respects, and often, through their teaching, communicated ideas in conflict with American policy overseas.¹ The reasons behind such feelings are easily recognized, considering the vast gap between the atmosphere of the academic community and that of the civil service.

Another source of friction between university personnel and U.S. government officials is the result of slow execution of agreements and supply of needs. This is a two way problem. One is generated by the complexity of the structure in Washington, and the other is for government employees to make sure, if possible, that they do not supply unnecessary materials which often happens when haste dominates the process.

According to Bronfenbrenner, major problems are often contributed by condescension on the part of American universities. Condescension is often the result of stereotypes or simply ignorance or both. Such circumstances, Bronfenbrenner points out, can be eliminated by making initial planning visits by Americans more informative and by providing a way

¹Martin Bronfenbrenner, Academic Encounter, the American University in Japan and Korea (East Lansing, Michigan: Michigan State University, Bureau of Social and Political Research, 1961), p. 44.

for better orientation. This is not to minimize the value of better screening of personnel for overseas service. Better orientation services can be provided by the use of university specialists in history, political science or social science who can compile adequate briefings on important aspects of the overseas area from the library and their own expertise. The same services can be provided to government employees by contract or by direct hire personnel who are specialists in anthropology, sociology, and history.

Byrnes' study of Americans in Technical Assistance,¹ was the most related to the current study. Byrnes' study relates to problems in recruiting, preparing, and utilizing American specialists on technical assistance missions. It also points out that the successful achievement of the objectives of foreign aid involves more than technical competence. Most often, it is pointed out, the multiplicity of the advisor roles and the antagonistic relationship among those roles is crucial. This role is further complicated by the fact that the technical advisor is supposed to get the job done through others who must do the job themselves.

If the agencies providing technical assistance are to maximize their success and if the nature of technical cooperation is to be understood, a thorough analysis of the characteristics of the advisor is needed. This should make

¹F. C. Byrnes, Americans in Technical Assistance (New York: Praeger, 1965).

it possible to predict behavior in the overseas assignment and in turn avoid amateur guessing, stereotypes, and most often the use of unintelligent personal notions as a base for international cross-cultural contacts. The outcome should provide a basis for some theoretical view of the problems encountered in cross-cultural contacts. This theoretical view is necessary for a better performance and understanding of the role played by the technical assistant. The role of the technical advisor is comparatively new, ambiguously defined, often misunderstood and rarely documented.

The conflicts between the personal expectations of the individual and his job expectations often define the outcome. Where both agree the outcome is superb; where they disagree dissatisfaction arises. The ability of the individual to perform his duty is also related to his knowledge of the language and competence in his field. Those two factors present the key to success or failure of the advisor's mission. Where previous experience in overseas work is available the chances for success are very high. That is true if relations with government agencies and home institutions are smooth enough to provide direction and material and allow time for results to come naturally, rather than press for some kind of results for publicity purposes.

As far as the benefit to United States education, most teachers and education administrators questioned by

Byrnes were able to develop new attitudes and plans for home use. Those plans include emphasizing the international aspects of existing courses, more emphasis on comparative education, and a more internationally oriented curriculum.

In another article Byrnes pointed out the relation between personal satisfaction and fulfillment of expectations.¹ Fulfillment of expectations and personal satisfaction go hand in hand with the first tour. However, those with previous experience showed less positive correlation between personal satisfaction and expectations. Three-fourths of Byrnes' sample mentioned education, experience and interest in dealing with people as the most important personal attributes in furthering their work efforts. Professional, technical and manual skills were rated second. The challenge of starting from scratch was most motivating to many. Their frustrations were brought about mostly by their own organization. Less frequently, frustrations resulted from attitudes of host nationals and from their professional work.

No simple explanation exists as to why so many relationships with the American organization are frustrating, disliked, and the toughest part of the work. The complex explanation includes many dimensions. Most men expect rationally conceived (or what appear to be rationally conceived) organizations to operate rationally. When

¹F. C. Byrnes, "Assignment to Ambiguity: Work Performance in Cross-Cultural Technical Assistance," Human Organization, XXIII, No. 3 (1964), pp. 196-206.

they find they don't, men tend to respond negatively. They acquire this set to rationality through organization charts, job descriptions, and lengthy briefing and orientation sessions about policies and procedures. Many fail to take into account the bureaucratic problems incident to the distances, time lags, lead times, and diplomatic issues involved.

Other facets of the problem include expectations generated in the recruiting process, irritating administrative delays associated with processing of the personnel papers, discrepancies between the promises of the Washington headquarters staff and the perceived realities of the field and the usual tensions between administrative and technical values.¹

The oversimplification of cross-cultural interaction by many technical assistants on the basis that "people are about the same everywhere," is a very dangerous approach to human behavior. This no doubt is based on ignorance of other cultures and often may lead to conflict. Those who do perform in other countries on that assumption and act "just as they would at home" are, according to Cleveland and his colleagues, following a dangerous misconception which is:

. . . a myth pervasive among large numbers of Americans that, beneath superficial dissimilarities, people everywhere are fundamentally the same. In a rigorously limited sense the belief may be valid; in the broad generalizing sense in which it is often used, it is untrue and misleading. This certainly can prejudice the ability of the expert to play a constructive role in as much as he may become more concerned with the culture of the host country than with the specific problem for which his advice has been sought.²

¹F. C. Byrnes, Americans in Technical Assistance (New York: Praeger, 1965), p. 36.

²Harlan Cleveland, Gerrard J. Mangone, and John Clarke Adams, The Overseas Americans (New York: McGraw-Hill, 1960), p. 95.

Byrnes points out that some of the problems faced are the result of this orientation of recent American education and American society.¹ Both education and society prepare the individual to fit in a predetermined structure of events which the individual hardly questions even when it contradicts his basic ideas of democracy. This, however, does not apply when a person of that background attempts to function outside that structure. Since all the values and procedures of interaction are likely to be different in the new setting, unexpected frustrations develop and those who are not able to adapt to them often face complex problems without any wrong doing.

In operating with an idealized version of American democracy, the American abroad assumes the existence of the organization or national prerequisites for democratic action. This fantasy compounds rapidly if neither the human nor material resources are readily available, or if economic, social, or political instabilities dictate "less democratic" approaches than those that fit the technical assistance man's image of reality and appropriateness.

Another assumption also pervades technical assistance. This is that the American is readily equipped to initiate and follow through on (agricultural) programs at the village or farm level, or in other words, he can do his most effective work at these levels. Administrators and technicians who share these views again evidence a blindness to the organizational and institutional prerequisites to maintaining programs at the village or farm level. This blindness may account for lack of knowledge of the decision-making process, or vice versa.²

¹F. C. Byrnes, Americans in Technical Assistance (New York: Praeger, 1965), pp. 49-51.

²Ibid., p. 50.

Aid to education in developing nations is faced with many other problems. Some of the reasons causing the problems to occur are as follows, as pointed out by Cerych¹:

A. It is difficult to measure educational needs in terms of money. This makes it meaningless to project the long-term needs of a country.

B. Most aid to any country contributes in one way or another to education in that country.

C. The value of education to a developing country is not determined by the amount of aid offered. Instead, it is determined by the ideas and values introduced and their application to the needs of that country.

Besides the above problems, aid to education in developing nations faces priorities which are hard to determine especially when the contributing country has to decide on such priorities and their ideas do not correlate with those of the receiving country. The following observations, according to Coombs,² are of vital importance to the improvement of educational aid.

1. Educational investment is a prerequisite to overall national development.

¹Ladislav Cerych, Problems of Aid to Education in Developing Countries (New York: Praeger, 1965), p. 11.

²Phillip H. Coombs, "International Educational Exchange, A Work for Many Hands," Higher Education, XVIII (1962), p. 3.

2. Educational development requires reform and innovation as well as quantitative expansion.
3. Educational planning is essential to the most effective use of educational resources.
4. Educational aid needs a strategy.
5. A greater research and development effort will raise the yield on educational investment.
6. Bilateral aid is more effective when integrated with multilateral aid.

Problems Cited by Former Overseas
University Personnel

According to Humphrey¹ most former overseas university personnel expressed the need for better orientation programs about the job to be performed and the role of the advisor in it. Besides, there was no effective means for communicating the overseas experience of university personnel to their home campus. Many of those former overseas university personnel, however, expressed their desire to continue to have a role in international programs.

A decade of hard experience attests to the fact that the overseas American can profit greatly from advance preparation. The good engineering professor in a U.S. university is not necessarily a good engineering professor in an overseas university. The well prepared and successful dean of a U.S. College of Education does not always succeed as an education advisor overseas. Good intentions are not enough. New and

¹R. A. Humphrey, ed., Universities and Development Assistance Abroad (Washington, D.C.: American Council on Education, 1967), p. 90.

unfamiliar demands are made on the overseas American. He functions, in the jargon of the sociologists, as a "change agent." He no longer simply does a task; his job is to change attitudes and even behavior--no mean task in any culture and an especially difficult task in strange surroundings and an unfamiliar culture. (Given the large obstacles, it's a miracle that so many overseas Americans do as well as they do!)¹

Bell points out that it is more important to find better ways to identify and recruit better overseas advisors than to have a large number of them who cannot do a good job. Certainly, there are many qualified persons who want to work overseas if their academic and financial status could be protected. This was established by a survey of the faculties of 86 schools of medicine across the country, by the Association of American Medical Colleges. Bell goes on to say that a system has to be established to provide for a simple exchange of professionals between federal agencies and universities. At the present time those who remain in the same organization tend to have a better chance, while those who change from one to the other seem to lose. This problem has to be overcome first if we are to make the best use of academic talent.

Nieuwenhuijze also points out the need for extensive training for overseas advisors or any prospective cross-cultural contacts. The purpose of training for cross-cultural communication, he says, should be as follows:

¹David Bell, "The University's Contribution to the Developing Nations," Higher Education, XX (1964), p. 5.

1. The people involved should learn their own civilization carefully, and be fully conscious of what it is all about.

2. They must learn to consider their culture as a way of life among many.

3. They should have a good knowledge of at least one more culture, other than their own.

4. They should learn to get along in other cultures other than their own; thus be able to overcome stereotype images attributed to them by the misinformed and the ignorant. Any cross-cultural encounter is subject to the impact of stereotypes.¹

This, however, is what was hinted at by Byrnes earlier as the benefit to American education if and when it attempts to take action to prepare its products for the world community rather than the local community. Such an effort requires a great deal of cultural adaptation which might prove very difficult in some areas. It might even be the basic reason behind the ferment on the campus, as a result of the clash between old values and new ones. Just like any process involving growth and maturity, the pains which accompany that process are always there and must be faced by individuals, institutions, and nations alike.

Hauser points out some of the numerous variables which tend to hinder and retard innovation. Those variables are part of the cultures of all nations, especially the underdeveloped. They are so deeply rooted, that it is hard to ignore them.

Old foreign hands cannot alter life long habits and attitudes without inner stress and rising elites among

¹C. A. D. Van Nieuwenhuijze, Cross-Cultural Studies (The Hague: Routon and Co., 1963), p. 49.

the nationals feel touchy about any symbolic manifestations of condescension by the foreigners in their midst. Although power may be coordinate in the sense that each side has the authority to initiate or terminate enterprises or even abolish the whole binational third culture, vast differences prevail between the two societies in degree of literacy, technical knowledge, wealth, complexity of social organization and modern institutions. These differences evoke sensitivities on both sides.

There are wide variations in the interpretation of these agreed-upon themes in cross-cultural programs, but, at the risk of over-simplifying the obviously complicated, we should note that cross-cultural programs are taken as rational social instruments which may be legitimately subjected to critical scrutiny as to their effectiveness--by those who sponsor them, by those who are the anticipated benefactors or clients, and by those who are in charge of carrying them out. Rarely do they gain acceptance as a symbolic value in themselves even though the symbolic value comprises an often unrecognized latent function of the programs. They are expected to show concrete results and, typically, the men and the programs are held accountable for the results even where there is disagreement as to what should be the outcome of an enterprise and even when various groups use different yardsticks.¹

The Role of U.S. Overseas Advisors. In a recent paper, Rigney points out some of the disadvantages encountered by the overseas advisor on the job. The American advisor, with no experience in overseas work and nothing to guide him in the totally new and unknown environment, is more likely to be faced with tremendous problems. The unfamiliar professional environment, the feelings of uncertainty, the short duration of their tour, and the need to accomplish something in this limited time often contributed to the confusion. Yet those conditions also generated the tendency

¹J. H. Ohly, "Planning Future Joint Programs," Human Organization, XXI (1962), pp. 171-172.

to grasp at some activities which might be achieved with some degree of success under the circumstances. Such circumstances and uncertainties can only lead to frustrations and ineffectiveness in accomplishing the job.

Rigney points out the criteria necessary for a technical advisor to achieve success. These criteria in some way tend to complement another study by Rigney and McDermott, concerning the four phases in developing the intended goal through proper communication channels. The five criteria are:¹

1. Early visibility and acceptance should be accomplished by the technical advisor.

2. Effectiveness in institution building, a process which should attempt to put activities related in institution building first and foremost, especially with relation to extracurricular activities.

3. Enhanced professional capability and stature. This is partly dependent on the recruiting procedure by the administrators and partly dependent on the activity of the advisor himself in the early state of activities, providing that the circumstances he is working under are normal. The assignment should be developed into something which enhances the professional competence of the advisor.

¹J. A. Rigney, J. K. McDermott and R. W. Roskelley, Strategies in Technical Assistance (North Carolina Agricultural Experiment Station Technical Bulletin No. 189, 1968), pp. 24-32.

4. Re-entry into U.S. professional stream; means should be provided to utilize the experiences of the advisor when he returns to the United States and adequate measures should ease him back into his previous role without undue loss professionally or personally.

5. Availability for further technical assistance activity: this calls for the advisor to work overseas more than the initial two years which are long enough to get him started but not long enough to make him effective.

Normington,¹ in his study of teacher education carried on under AID contracts, mentions the need for continuous planning to provide for "local adaptive research" which aims at reducing cross-cultural problems and their negative effects. The serious need for effective orientation for prospective overseas advisors was also emphasized by Normington, as he pointed to the need for utilizing those with overseas experience in orienting new employees first by overlap of their terms in the host country and then by conducting orientation sessions at home. The expertise of those institutions with strong orientation programs could be utilized both for new contract team work and AID educational personnel.

Among the information recommended for inclusion in the orientation program were the following:

¹Louis W. Normington, Teacher Education and AID (Washington, D.C.: American Association of Colleges for Teacher Education, 1970).

1. The history, educational system, culture, and taboos of the country.

2. The cross-cultural dimensions of the task, and the dynamics of the change process as they apply to innovation in education.

3. The history of the project with its successes or failures.

4. The specific role of the new technician and how it fits into the overall project and needs of the country, as well as the attitude of flexibility necessary in any pioneering venture.

5. The problems of living in the specific foreign country, as well as the frustrations to be expected in dealing with the nationals of a different culture.

6. The structure of AID and the technician's relationship to the U.S. overseas mission.¹

Esman, in another study, points to misconceptions about cross-cultural transfer such as the idea of temporary emergency which is built on the assumption that all that is needed is the transfer of a skill, which takes a short time. Once this is done, the need for the American technician ends. This is one of the main reasons behind the short duration of overseas assignments. Esman emphasizes the fallacy of both the assumption and the practice. The failure to appreciate the problems involved in cross-cultural participation in far reaching societal changes is immeasurable. To avoid such circumstances and the results they lead to, all technical assistants need to understand the following:

1. Their joint role as agents of United States culture and administrators of far reaching social change.

2. The environment and institutional dynamics of the societies in which they are functioning.

¹Louis W. Normington, Teacher Education and AID (Washington, D.C.: American Association of Colleges for Teacher Education, 1970), p. 64.

3. The processes by which they may interact constructively in an environment significantly different from the one in which they have been professionally trained and conditioned.¹

Cultures, Subcultures and Interaction

At a first glance, it seems unlikely for conflicts to arise in the process of interactions based on good will and aid to our fellow man. This may be true, especially when we know that more often, while dealing with our peers and neighbors, people are appreciative of good will. However, our activities under these circumstances and in such a limited sphere tend to go smoothly because, for ages, our forefathers and theirs before them have established the basic ground rules for such interaction. The following oriental story is offered for illustration:

Once upon a time a monkey and a fish were caught up in a great flood. The monkey, agile and experienced, had the good fortune to scramble up a tree to safety. As he looked down into the raging waters, he saw a fish struggling against the swift current. Filled with a humanitarian desire to help his less fortunate fellow, he reached down and scooped the fish from the water. To the monkey's surprise, the fish was not very grateful for this aid. Don Adams, in a perceptive article about the cultural problems that face an educational adviser in Korea, uses this oriental fable to illustrate the unsuspected pitfalls that await the poorly oriented technician who practices his trade in a society other than his own. "The educational adviser, unless he is a careful student of his own culture and the culture in which he works, will be acting much like the monkey; and, with the most laudable intentions, he may make decisions equally disastrous."

¹M. J. Esman, Needed: An Education and Research Base to Support America's Expanded Commitment Overseas (Pittsburgh, Penn.: University of Pittsburgh Press, 1961), p. 6.

The fable of the monkey and the fish illustrates equally well the problem that has plagued many of the American technical aid programs of the postwar period: Americans wear cultural blinders, of which we usually are ignorant, which prevent us from fully understanding the needs and desires of the people we wish to help, and which make us insensitive to the full range of economic, social, and cultural consequences resulting from narrowly conceived developmental programs. Yet, since the help is offered in a humanitarian spirit, we find it difficult to understand why recipient peoples are often less grateful than seems reasonable to expect.¹

It is natural that we can communicate much easier in our immediate environment. Little do we know of the reasons for that, not because they are hard to conceive, but because we have not had reason to find out. This has been true especially in the past when our contacts with other cultures, subcultures, or even communities were so gradual and slow. Modern means of transportation, communication, and a new world orientation are forcing us into sudden and drastic changes of our physical and social environments. Such changes are bringing us into contact with other peoples of different values than ours. This often leads to conflict, especially where one party or the other, or both, put more emphasis on narrow personal orientations without taking the least effort to investigate the values of their counterparts.

This narrow orientation no doubt exists among the most advanced as well as the least. The following observations by American experts in the field may help to illustrate.

¹George M. Foster, Traditional Cultures: And the Impact of Technological Change (New York: Harper and Row, 1962), pp. 1-2.

An example from a developing country:

In October 1959, the first conference of educators was approved by the Minister of Education for the purpose of developing an on-going program of inservice teacher training. A small committee composed of ministry officials and USOM/J technicians planned the conference.

The Jordanian educators invited to the conference came reluctantly and were skeptical. They felt it was another instance of *fait accompli* and that the conference was merely the instrument by which information concerning the wishes of the Ministry could be disseminated. After a short time, they recognized that they were expected to devise a plan. . . .¹

An example from an industrial society:

That interethnic hostility reflects, in some measure at least, a reaction formation against our own desires, which we project upon others, is revealed by the way the accusations change, depending on the nature of our own problems. Thus, a young lady of our own acquaintance who is remarkable for a bustling compulsion to demonstrate herself a good and efficient worker once reported that she did not like Jews because they were "lazy". She picked a conventional target, but gave an unconventional reason for doing so, a reason, however, that expressed very neatly something she clearly fears within herself.

The common American stereotype of other peoples as "dirty" reflects a similar projection upon them of sentiments we are trying to suppress within ourselves. For, as we have already observed, we have virtually a national reaction formation regarding dirt. If the reader's immediate response is that we ought to feel that way about dirt, let him note that not a word of our discussion has said anything to the contrary. The fact

¹End-of-Tour Report 110. Reference to all End-of-Tour Reports (hereafter referred to as ETR's), used in this study will be by number only. No mention of author's name will be made in order to protect the anonymity of all concerned. All the necessary information needed for locating such reports is found in Appendix A of this study. The reports are on file at the State Department Building (Washington, D.C.) in the Materials Center.

remains that we tend to be fanatic on the subject and to develop stereotypes of other peoples accordingly.¹

Another example, from a highly conservative South Asian nation:

Ancient and very deeply rooted social customs and traditions in Pakistan have prevented rapid enough change in the cultural pattern to permit the populace to quickly accept many twentieth century concepts. The same traditions have prevented complete understanding between the Westerner and the Easterner. As an example we have only to refer to the fact that English is the official language in the government of Pakistan above the provincial departmental level. The local social customs and traditions are enough different that even usage of the same language does not bring the Western world and Eastern world together.²

Summary

From all indications in the literature, the prospects and problems of cross-cultural transfer of education are great. Many anthropologists, social scientists and educators are attempting to unravel the tangled web of factors and elements which affect the process, good or bad. However, no general concensus is established yet as to what is the best approach to cross-cultural interaction in education. That is why most of those contributing to the current research in this field persist in calling for more detailed field research dealing with active projects.

¹Ward H. Goodenough, Cooperation in Change: An Anthropological Approach to Community Development (New York: Russell Sage Foundation, 1963), p. 113.

²ETR 4051.

CHAPTER III

DESIGN OF THE STUDY

Introduction

The Agency for International Development, through contracts with more than sixty American colleges and universities, is carrying out programs for the development of education systems in developing nations. The execution of university contracts is carried out by university personnel under AID supervision. One source of control over field operations was the administrative staff of the American university (or universities) which was party to the contract. The other source of control was the administrative personnel and technical advisors who were on the AID staff and any other technical assistant hired by AID. Those direct-hire technical advisors and AID staff members, upon returning from a tour of duty, customarily write an end-of-tour report pointing out all the problems and prospects faced in carrying out their duty and the problems faced by the university personnel on contract in the field. They also mentioned the favorable points which aided the progress of the project. The opinions expressed in the end-of-tour reports were as

valid as on-the-spot observation because those who wrote the reports have themselves observed what they were reporting on. Knowing that they were likely to make such a report, one may presume that they have attended to the nature of the problems to be included in the report. End-of-tour reports for the past ten years are kept in the State Department Materials Center. More than two thousand reports covering all AID programs, of various sizes ranging from four pages to a book-sized report, are included in the files. Only those reports dealing with post-secondary educational programs will be a part of this study. Such material is available only at the State Department Materials Center and may only be used there. The choice of the end-of-tour report as a source of information was the result of consultation with, and the advice of, Agency personnel. A sample of those reports was examined by the author at the same time and they were considered to contain the information desired for the study. The end-of-tour reports have never been used in research and are considered by Agency personnel to be a valuable source of information.

Another source of information is the terminal reports written by university personnel to their home departments and staff. These reports are very much the same as the end-of-tour reports discussed above, except these are only intended to be for the use of university staff. Some of these terminal reports are filed along with the end-of-tour reports, if they are of interest to AID staff. Such terminal

reports have also been considered a part of this study.

The technical assistants who wrote the reports used in this study are highly qualified men in their fields, with doctorate degrees and long experience in the United States. Only in rare cases are men with lower degrees and less than five years of experience used in the AID projects overseas. Such cases usually occur in technical fields such as electronics and applied technology where practical knowledge is more valuable.

Data Gathering Procedures

The problems and prospects encountered by technical assistants in the course of duty were divided into eight types. The eight types used were administration, organization, planning, human resources, finance, language, culture and government. The choice of these problem types was based on the terms used by the authors of the reports. These terms were identified in the preliminary examination of the data and later refined and limited to the final number by three qualified individuals. These individuals were Mr. E. K. Koh, Mrs. B. Qandil and myself. Mr. E. K. Koh is a native of Singapore and a graduate student at the College of Education of the University of London. He was at the State Department Materials Center preparing for a Ph.D. degree on foreign aid. He was interested in comparing British and American efforts in the field and therefore was interested in, and informed about the subject matter.

Mrs. Qandil's interest in the material is also academic since she was writing her master's thesis on the anthropological aspects of development in underdeveloped nations, with emphasis on improving the conditions of pastoral nomads in the northern desert of the Arabian Peninsula.

The two individuals mentioned above and myself took turns in examining samples of 10 to 15 reports, depending on the number and type of problems reported in these reports. After the examination of each sample we discussed the discrepancies in order to establish a common ground for judgment through self-criticism. The process was repeated four times, after which the results were in agreement in more than 90 percent of the problems identified.

Six major categories were used for the analysis of the data listed under the different types of problems. These six categories were selected on the basis of information on the personal data sheet placed at the beginning of each report. Each report carried the name of the author, date of birth, field assignment, country assigned to, term of contract, the previous countries he was assigned to and for how long, and the duration of the present assignment. A resume on previous work in the U.S.A. and any other overseas duty with other government or private agencies was also available in a directory for the State Department personnel.

The reasons for selecting these categories were based on the assumption that the perceptions of circumstances

and conditions an individual is confronted with is highly influenced by his professional training, his age, his previous experience and the social and cultural conditions he is in contact with. The time period of the assignment of a technical assistant was intended to reflect on AID's adaptation to the circumstances faced in performing foreign aid tasks. Unfortunately, the adaptation that was made resulted in making the end-of-tour reports optional due to the high expense brought about by paperwork, especially by weekly, monthly, annual, and end-of-tour reports. Such a step reduced the number of end-of-tour reports to a very small number in the last time period, from 1967 to 1970.

Other factors which might have been considered in this study were tried, but it was not possible to obtain adequate information on them from the files. Two such items were home state and university where the individual obtained his education. These two items were immediately eliminated because the high degree of mobility of population in the U.S.A., which made home and university very hard to pinpoint for the majority of the technical assistants considered here.

Out of all the reports examined, 213 were concerned with higher education. Two hundred and ten of these were end-of-tour reports, while three were terminal reports. Forty-five reports did not have all the necessary data for the statistical analysis and therefore were only used for

reference and general information such as quotations or text supporting material. The remaining 168 reports were used in the statistical analysis. The above information is summarized in Table 1 below.

TABLE 1
ENUMERATION OF REPORTS USED

End-of-Tour Reports	210
Terminal Reports	3
Total	213
Incomplete Reports	45
Total Usable Reports	168

Analysis Procedures

The statistical analysis of the data was mainly built around frequency counts and percentages because a more detailed and complex analysis would require much more research and time far beyond the scope of this study. The problems and prospects identified in the 168 reports are summarized in Table 2 below.

As we can see from Table 2, 279 favorable reactions or prospects appear, as opposed to 557 unfavorable reactions or problems, making a total of 836 problems and prospects identified and used in the statistical analysis.

The statistical analysis was conducted through two standard computer programs developed by the Institute for

TABLE 2
 PROBLEMS AND PROSPECTS IDENTIFIED IN ALL THE REPORTS USED

Source	T y p e																	
	Adm.		Org.		Plan.		Hum. Res.		Fin.		Lang.		Culture		Gov't		Total	
	F	U	F	U	F	U	F	U	F	U	F	U	F	U	F	U	F	U
American Personnel	38	44	14	22	18	36	13	9	5	5	5	17	9	11	1	3	103	147
Host Nationals	38	96	6	45	18	46	35	61	7	6	2	43	64	50	6	63	176	410
Totals	76	140	20	67	36	82	48	70	12	11	7	60	73	61	7	66	279	557

F = Prospect or favorable reaction

U = Problem or unfavorable reaction

Social Science Research at the University of Michigan. The two programs were available at the University of Oklahoma Computing Center. The two programs provided the frequency counts, tables and percentages needed to rank the major categories in order on the basis of frequency of occurrence. This information was used as the foundation for any conclusion drawn from the study. The frequency counts provided here are primary frequencies which tell how many times each primary factor reoccurred in both the favorable and unfavorable categories and as compared to the other main factors.

Each table has three main variables. Two of these are the title of each table (e.g., Administration-American in Table 3). The first variable (e.g., Administration) indicates the activity being evaluated. The second variable (e.g., American) indicates the group being evaluated. The third variable is at the top of the first column of each table (e.g., Field in Table 3). This variable indicates the general category by which all participants are grouped into subgroups for the analysis of reactions. Thus, Table 3, page 45, evaluates the administrative practices of all Americans affiliated with AID programs. All participants in Table 3 are grouped according to field or profession

and their opinions are tabulated under five different fields.

The use of the computer programs made it possible to verify the relation of such factors as age, previous experience, geographical location of assignment, time period in which service was provided, and the professional field of activity of the participant to the type of problems faced. By establishing the relation of the above mentioned factors to job fulfillment, it is hoped that a better understanding of the problems was brought about. Such information will hopefully be useful to the administrators' office for recruitment of future personnel as well as an evaluation of future programs and new plans. In the case of age, an arbitrary age limit will be used, such as fifty years, to divide participants into two groups. An attempt was made to see the effect age has on performance of duties under unusual circumstances. The reason for choosing fifty as the dividing line is because of the minimum number of years of experience required by AID for desirable personnel on its projects. An attempt was also made to see the effect of time on AID's efforts to streamline its own activities to provide better coordinated efforts aimed at reducing conflicts and problems to a minimum. For this purpose,

AID's time of existence was divided into three time periods to see if there was any change in the number of problems faced.

Summary

This study was designed to utilize the information included in the end-of-tour and terminal reports on file at the State Department's Materials Center. These reports are concerned with the operation of foreign aid programs to post-secondary education in developing countries. The reports were written by technical assistants upon their return home.

The material in the reports was classified into eight types of problems or prospects. Out of all the reports examined only 168 were fully documented and therefore used in the analysis. The analysis was conducted by a computer program which provided frequency counts which were used to make up all the tables in this report. The relations of the problems and prospects to age, previous experience, geographical location of assignment, time period in which service was provided, and the professional field

of activity of the participant were verified by the computer program.

CHAPTER IV

PRESENTATION AND ANALYSIS OF DATA

Introduction

When the American expert looks at his host, who is already considered disadvantaged and lacking in all fields, he sees a lot of wrongs which need to be corrected. He sees a non-American environment which he has chosen to alter to his own image of what is good and progressive. This is hardly in congruence with what the local people conceive of themselves.

One should understand that no matter where the country, people are naturally proud and do not like to admit the fact that they need to accept help. There existed very little of this in my case but once in a while it did occur. One should not be discouraged to find this attitude in his work. One should try to assimilate into the culture so that he does not seem to be an outsider in his capacity as advisor.¹

People are proud of their culture, their heritage, themselves, and what they already have. They cannot discard their heritage because they don't know of any other way of life that is better for them than what is already their own. What is being offered by the technical assistant will have to be modified, and tested until it proves its promise. Then, and only then, will it be given the chance

¹ETR 25.

to compete with local practices. Therefore, and regardless of what the technical assistant has to offer, he is not easily accepted. He has to prove himself first and while he is doing that he has to overcome all the conflicts created by his attempt to close the centuries gap, a gap as wide as any gap anybody ever tried to bridge before.¹

The frustrations created by this normal process are tremendous and logically turn the good-will man--the technical assistant--to criticism and complaints. For this reason, the higher percentage of unfavorable opinions on the part of the American of his host should be considered with these complications in mind, and not as a true picture of the host country and its people. This is not at all a discredit to the technical assistant, it is only a normal reaction to frustrating situations. Matters can become much worse if the outsider was looked upon as an agent of Neocolonialism. This will be enough to call upon the dormant forces of reactionary conservatism to use their familiar techniques as noted in the following statement.

Much could be written about the harassments, the frustrations and the disappointment experienced almost daily. The agonizing slowness and at times utter indifference (perhaps due to lack of understanding) of the local government, are enough to cause one to wonder whether the effort is worth while. The problems created by custom, tradition, religion, language and resistance

¹George M. Foster, Traditional Cultures: And the Impact of Technological Change (New York: Harper and Row, 1962), pp. 179-194.

to change all tend to complicate a situation already made difficult by the fears and apprehensions resulting from governmental instability.¹

Some of those who were aware of such circumstances tried to make others aware of the danger. The following questions were expressed in one of the reports by a concerned American participant as an expression of his concern for the success of other Americans overseas.

In my opinion, one of the most serious problems facing any technician is how to establish and maintain rapport with his associates--both Nationals and Americans--thus strengthening his position as an advisor.

Can he share his ideas and stimulate action without imposing his own will and methods or work?

Can he understand and recognize value in the national culture and not feel or show superiority in his own cultural background?

Can he work with genuine faith and confidence in the Nationals' ultimate ability to solve their own problems, even to the extent of no longer needing his services?

Can he see his specific assignment in relation to the total education program and work accordingly?

Can he be patient, remain calm, and think constructively in the face of a strange environment, unusual working conditions, a shortage of materials, and all the frustrations of a foreign post?²

American Based Problems and Prospects

The following discussion presents the problems and prospects encountered by the technical assistant in his relations with other Americans associated with technical assistance overseas. The discussion provides an analysis of the reactions of Americans to the performance of other Americans in the field and in Washington. The problems and

¹ETR 990.

²ETR 739.

prospects types used in the analysis were pointed out earlier in the report.

Administration. The reactions of technical assistants to the way their superiors and fellow participants administered AID programs were on the whole unfavorable. The following quotations testify to that.

About the only thing I have really disliked since I began my academic connection with Saint Louis University for this project is the apparent indifference and disregard from the part of Saint Louis University as a whole towards the members of the Saint Louis University group in Ecuador.¹

Some of the difficulty arises from the conditions engendered in the virtual "crash" program to get the University of Lagos started. Inevitable difficulties arise in such a situation, not the least of which concerned policies and relationships. Policy problems arose from the situation of an American institution participating in a predominantly British-oriented institution. Relationship problems arose from the situation where the American Dean of the Faculty of Business and Social Studies was responsible to the sponsoring institution, New York University, AID-Lagos, and AID/Washington. The guidelines of the relationships involved were not clearly stated, so, both guidelines for relationships and the establishment of policies and objectives had to be worked out after the fledgling institution was underway. In this regard, however, there were but few fundamental conflicts so that these problems were in the process of being solved.

There was, however, a complicating problem in the lack of cooperation between the Dean (and Chief of Party) and the Assistant Dean (and Deputy Chief of Party). I do not know the origins of this situation except by hearsay and so cannot comment on it except to point out that it created many administrative muddles. It also affected me personally.

I was the first addition to the project recruited from an institution other than N.Y.U. But little effort was made to include me in the project or to keep me informed of development. In this situation, it soon

¹ETR 1222.

became obvious to me that I would be unable to make the contributions which I expected to make. Serious consideration was given to resigning. I persuaded myself not to do so in view of the fact that the lack of cooperation would be eliminated as the tour of duty of one of the parties was ending. Further, the project was being enlarged and, with only two holdovers, it was apparent that a new team would have to be built.¹

Perhaps all can be summed up under the heading "the ability to help people grow." To my way of thinking that is the major responsibility of any team. Only as our counterparts grow professionally through our contacts can we be said to have made our contribution.²

Forty-four participants expressed unfavorable reactions while thirty-eight were in favor. As we group the participants and examine the reactions of various groups we find that when they were grouped on the basis of professional training (Table 3) only those in General Education showed a negative response to the way AID programs were administered. These reactions might be the result of the scope of general education and the tremendous number of people involved.

In terms of the enormous task to be done and in terms of the importance of it, there is a great need to give attention to present practices in the recruitment, placement, promotion, security and tenure of employees sent abroad and those working in the program at home. This point need not be labored. The people responsible for administering these programs at home and the people working in them know that there are many weaknesses and shortcomings in all areas mentioned above. It is to be expected that any new program such as this would experience many difficulties in this regard. It is highly commendable that some attention is being given currently to problems in these areas. Yet, it must not be overlooked that the success of the total program is related directly to sound personnel practices.

¹ETR 500.

²ETR 134.

TABLE 3

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN ADMINISTRATION ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	14	5	11	3	5	38
Problems	23	5	8	3	5	44
No Opinion	30	14	32	3	7	86
Total	67	24	51	9	17	168

TABLE 4

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN ADMINISTRATION ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	10	28	38	7	31	0	38	15	23	0	38
Problems	14	30	44	5	39	0	44	17	25	2	44
No Opinion	30	56	86	10	73	3	86	35	51	0	86
Total	54	114	168	22	143	3	168	67	99	2	168

No institution of higher learning or other educational endeavor in America could be operated successfully within the framework of personnel practices followed by I.C.A. We would not think of trying to attract and hold good personnel at our colleges and universities with the personnel policy and practice now in effect. It appears strange indeed that so little attention has been given to practices which have been tried with great success in educational endeavors in America.¹

Those in teacher education were satisfied with their experience. All respondents in industrial education, administration education, and agricultural education had the same number of negative as positive reactions. As we look at the same sample in terms of age groups we find from Table 4 (Column A) that both age groups had unfavorable opinions of the way their fellow Americans administered their jobs. Thirty of the older group voiced unfavorable reactions as compared to 28 favorable, which are almost equal reactions. The younger group, however, expressed 14 unfavorable reactions as compared to 10 favorable. A sample of the reasons behind dissatisfaction among the younger group is the following.

The machinery set up for providing direct purchase materials for the education project through AID appears to be so slow moving that delays in getting the job done result. Requests for materials submitted at the beginning of tour were a year (late) in arriving and materials requested prior to 1964 have not yet been heard from. It is admitted that if the post is to be closed out, the matter of much AID direct purchase is questionable, however, had the technician been notified that materials requested would not be forthcoming, the local purchase order could have been made out differently to make some allowances.²

¹ETR 879.

²ETR 200.

Another young man expressed the following favorable reaction.

The cooperation received from the EAESP, designated as the training center under the project agreement, has been excellent. In addition to the intensive course mentioned above (A very successful 4-week intensive course for business administrators was held early in 1961 by five professors supplied to the school by EAESP), its help has been invaluable in offering models of curricula, and course content and in furnishing course materials.¹

When the same sample was grouped according to their professional experience in the United States Table 4 (Column B), those with less experience were satisfied with the way things were run while those with more experience expressed their dissatisfaction with the way projects were administered.

Table 4 (Column C) shows that regardless of the length of overseas experience, more participants were also dissatisfied with the administration procedures. Twenty-five of those with longer overseas experience were dissatisfied as compared to 23 expressing favorable opinions. Those with less than 6 years experience had 17 unfavorable reactions as compared to 15 favorable. Both age groups have closely divided opinions of American administration. Only two had no previous experience overseas and both were dissatisfied.

As we attempt to relate the reactions of technical assistants to the administration of programs in different

¹ETR 64.

parts of the world Table 5, we find those who worked in Latin America and the Far East to be more satisfied, with their favorable reactions just slightly higher than the unfavorable ones. Those who worked in the Middle East and Africa were dissatisfied, with 16 of those who worked in the Middle East and 6 of those who worked in Africa expressing unfavorable opinions, as compared to 11 and 2 expressing favorable opinions, respectively.

Table 6 shows that dissatisfaction with administration was much higher in the time period before 1963, as illustrated below.

A positive attitude should be taken regarding the Efficiency Ratings of all technicians. I believe the ICA/W screening and security checks result in the choosing of our best qualified Americans. Let us not let petty politics and personal prejudices endanger the success of a program that insures the continuance of our American Way of Life.¹

Twenty-one from those who were overseas in the first time period expressed unfavorable reactions as compared to 11 who were in favor of American administrative practices. The majority of those in the second time period were satisfied with the administration. At this time AID was already established as the major agency for technical assistance as compared to the unlimited activities of all branches of the federal government and private institutions which prevailed up to 1960, when reorganization began. Five participants, from the ten who represent the last time period, expressed

¹ETR 898.

TABLE 5

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN ADMINISTRATION ACCORDING TO HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	13	12	11	2	38
Problems	12	10	16	6	44
No Opinion	23	20	31	12	86
Total	48	42	58	20	168

TABLE 6

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN ADMINISTRATION ACCORDING TO THE TIME PERIOD OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	11	26	1	38
Problems	21	19	4	44
No Opinion	34	47	5	86
Total	66	92	10	168

their opinion, four of them unfavorably. The limited number of reports obtained from the last time period is due to change in administrative practices and the establishment of evaluation as a permanent part of AID's activities, thus making the reports unnecessary.

Organization. Upon considering the organization of AID program activities and the reactions of technical assistants to that we find negative reactions prevailing. Thirteen percent expressed their dissatisfaction with organization as compared to eight percent who were satisfied. The reactions of different groups of Americans to organization, however, were variable.

Those in general education and industrial education expressed a higher degree of dissatisfaction (Table 7), while those in teacher education and agricultural education had even opinions on both sides. Only one person in education administration expressed his opinion, and it was unfavorable. The following statement is a sample of the opinions of those in teacher education.

Neither USOM/J or GOJ had any clearly defined position envisioned for the writer when he arrived on 23 June 1959 to fill the newly created post as teacher education advisor. As a result more than three months were spent in developing some guidelines for the position and then gaining general understanding of these guidelines.¹

Both age groups (Table 8, Column A) were dissatisfied with organization, with 22 expressing unfavorable opinions, as compared to 14 in favor.

Those with less experience (Table 8, Column B) were all dissatisfied with organization, while those with more than ten years of professional experience in the United States had 19 with unfavorable opinions and 14 in favor.

¹ETR 110.

TABLE 7

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN ORGANIZATION ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	3	1	8	1	1	14
Problems	9	3	9	0	1	22
No Opinion	55	20	34	8	15	132
Total	67	24	51	9	17	168

TABLE 8

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN ORGANIZATION ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50 yrs	>50 yrs	Total	<10 yrs	>10 yrs	None	Total	<6 yrs	>6 yrs	None	Total
Prospects	3	11	14	0	14	0	14	6	8	0	14
Problems	6	16	22	3	19	0	22	8	13	1	22
No Opinion	45	87	132	19	110	3	132	53	78	1	132
Total	54	114	168	22	143	3	168	67	99	2	168

Table 8 (Column C) shows those with more than six years of overseas experience to be more dissatisfied with American organization procedures, with those with less than six years experience to be less dissatisfied. Only one person without experience expressed opinion on American organization and it was unfavorable.

Table 9 showed that only those who worked in Africa--two--had an equal number of people favorable as unfavorable to organization. Most unfavorable reactions came from those who worked in Latin America, who had seven unfavorable reactions as compared to three favorable reactions. Those who worked in the Middle East showed similar reactions to those in Latin America while those from the Far East had closely divided reactions.

TABLE 9

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN ORGANIZATION ACCORDING TO THE HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	3	6	3	2	14
Problems	7	8	5	2	22
No Opinion	38	28	50	16	132
Total	48	42	58	20	168

Table 10 shows those who worked overseas in the early years of AID to be most dissatisfied as 16 expressed unfavorable reactions as compared to three favorable reactions. Those who worked in the second time period showed a high degree of satisfaction, as eleven expressed satisfactory reactions as compared to five unfavorable ones. Only one person from the last period expressed his opinion and it was unfavorable.

TABLE 10
THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH AMERICAN ORGANIZATION
ACCORDING TO THE TIME PERIOD OF SERVICE
OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	3	11	0	14
Problems	16	5	1	22
No Opinion	47	76	9	132
Total	66	92	10	168

Planning - American. The reaction to planning of AID programs by AID and its predecessor agencies was also unfavorable. On the whole, 36 expressed dissatisfaction, while 18 were satisfied.

As we examine the reactions to planning on the basis of professional training, Table 11 shows all groups dissatisfied except those in administration education. Those

TABLE 11
THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN
PLANNING ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	6	3	3	2	3	18
Problems	19	4	9	0	4	36
No Opinion	41	17	39	7	10	114
Total	67	24	51	9	17	168

TABLE 12
THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN
PLANNING ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS
OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	8	10	18	3	15	0	18	5	13	0	18
Problems	8	28	36	4	32	0	36	16	18	2	36
No Opinion	38	76	114	15	96	3	114	46	68	0	114
Total	54	114	168	22	143	3	168	67	99	2	168

in general education were most dissatisfied as they expressed dissatisfaction 19 times as compared to 6 favorable reactions. Those in teacher education expressed dissatisfaction 9 times as opposed to three favorable reactions. Those in industrial education and agricultural education had approximately the same number of favorable as unfavorable reactions. Those in administration education expressed two favorable opinions only. The following quotations give some of the complaints against planning procedures. They range from the lack of basic planning to no job definition at all.

Need for planning:

The obvious solution would be to make planning a vital function of the work of each Office in the Ministry, rather than the responsibility of "specialists" in educational planning. Since this seems impractical in terms of the present organization, it is essential that every proposal for change developed by an Office with the assistance of a team member should embody the complete steps for implementation.¹

Lack of a basic plan:

It is this technician's opinion that the rate of progress attained by our Servicio would have been much greater if better preliminary planning could have been made with the Departamento (State) Educational Officials. For over a year and one-half this Servicio worked in two boys' and two girls' schools of the Municipality of Cali. The program was not correlated with the Departamento official program of school inspection. This resulted in lack of program support by key officials.²

Insufficient orientation:

Insufficient orientation has been given to incoming United States Advisors to problems, procedures, and

¹ETR 134.

²ETR 898.

practices in the Ministry of Education. Recent action by the Executive office and the Education Division will cure this defect.¹

Shifting government policies:

Shifting emphasis in U.S. foreign aid policies, and short-term project funding, have made it necessary for the USOM Education Division to engage in unilateral "crisis" program planning. This is especially undesirable in the GED project where technicians have repeatedly advocated the group process in program development and decision making.²

Failure to define duties of the technician:

Loan of a U.S. technician was made to host country without clear-cut agreements or understanding as to actual duties and responsibilities with respect to training, supervision and actual teaching. No counterpart was ever provided.

AID logistics in support of the technician were weak. The one order for materials which might have helped him demonstrate the teaching of the theory and practice of vocational agriculture simply bogged down in some unknown place and disappeared.³

The reactions of age groups to planning (Table 12, Column A) was very unfavorable among the older age group. Twenty-eight expressed unfavorable reactions, as opposed to ten favorable reactions. The younger age group seems to show equal reactions in favor and against.

The need for planning was pointed out by one of the older participants as follows.

As AID expands its role in Peru to include greater attention to higher education, it should give earnest consideration to the question of how a few Peruvian universities might be stimulated and assisted in their work in education, and how the Ministry and such Peruvian universities could be brought into much closer cooperation. This would be one way of speeding up Peruvian

¹ETR 1357.

²ETR 33.

³ETR 507.

educational progress, stimulating Peru to attack the political problems that constitute serious obstacles to the educational improvement so badly needed.¹

Table 12 (Column B) also shows the dissatisfaction of those with longer experience in the United States, prior to their overseas assignment, to be more critical of planning than those with less experience. Twice as many--32--expressed dissatisfaction as compared to those who were satisfied.

Those with previous overseas experience as well as those without, have expressed unfavorable opinions of planning, as we see in Table 12 (Column C). Those with no experience had no favorable opinions, while those with less than ten years of overseas experience had five favorable opinions and sixteen unfavorable opinions. Those with more than ten years of overseas experience had 18 unfavorable opinions as compared to thirteen favorable opinions.

Considering world regions where these men served, Table 13 shows those who served in Latin America, the Middle East and Africa to be dissatisfied with planning while those who served in the Far East and Southeast Asia to be satisfied, with seven expressing favorable reactions as compared to five who were dissatisfied.

Table 14 shows that dissatisfaction was higher in the earlier, as well as the latter period, as compared to the middle period after reorganization.

¹ETR 760.

TABLE 13

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH AMERICAN PLANNING
ACCORDING TO HOST COUNTRY
OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	4	7	5	2	18
Problems	14	5	12	5	36
No Opinion	30	30	41	13	114
Total	48	42	58	20	168

TABLE 14

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH AMERICAN PLANNING
ACCORDING TO THE TIME PERIOD OF SERVICE
OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	7	11	0	18
Problems	15	16	5	36
No Opinion	44	65	5	114
Total	66	92	10	168

Human Resources. The satisfaction of technical assistants with their fellow Americans abroad is a natural thing. This is despite the fact that some harsh criticism is made, but usually of the system and official business

and not otherwise. Therefore, it is no surprise that out of all professional groups, thirteen were satisfied with their relations with other Americans, as compared to nine who expressed dissatisfaction. The respondents as we see in Table 15, were not many. This indicates that technical assistants take it for granted that they are expected to be satisfied with their fellow Americans. The following remarks are made by a concerned American in technical assistance.

Competence in human relations and an understanding of the behavioral sciences are essential parts of the professional equipment for Americans working abroad. In order to understand and to deal effectively with people abroad who have social, ethnic, and cultural characteristics which differ from ours, it would be extremely helpful to understand clearly the implication of some of the most recent and highly significant developments in the behavioral sciences.¹

Table 16 (Column A) shows that only older age groups expressed opinions of their fellow Americans in appreciable numbers. Twelve were favorable, while seven expressed unfavorable reactions.

Those with longer experience in the United States also expressed the most opinions, as seen in Table 16 (Column B). Eleven were appreciative of other Americans while nine were dissatisfied.

Table 16 (Column C) shows the tendency of avoiding the criticism of other Americans as only twenty-two voiced an opinion. Out of those thirteen expressed favorable

¹ETR 206.

TABLE 15

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN HUMAN RESOURCES ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	6	3	3	1	0	13
Problems	5	1	3	0	0	9
No Opinion	56	20	45	8	17	146
Total	67	24	51	9	17	168

TABLE 16

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN HUMAN RESOURCES ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	1	12	13	2	11	0	13	6	7	0	13
Problems	2	7	9	0	9	0	9	4	5	0	9
No Opinion	51	95	146	20	123	3	146	57	87	2	146
Total	54	114	168	22	143	3	168	67	99	2	168

reactions, while nine expressed unfavorable reactions. Both groups of respondents, those with more experience as well as those with less experience, seemed to have comparable reactions.

Table 17 shows that those who were assigned to Latin America, the Far East and Africa had favorable reactions to the attitudes and professional quality of their fellow Americans. Only those who worked in the Middle East and North Africa had unfavorable reactions to other Americans.

TABLE 17

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN HUMAN RESOURCES ACCORDING TO HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	4	6	1	2	13
Problems	3	1	4	1	9
No Opinion	41	35	53	17	146
Total	48	42	58	20	168

Table 18 shows reactions to human resources--the availability of technical assistants to do the job--to be unfavorable in the first time period, while becoming highly favorable in the second time period, indicating improvement

in planning and administration and thus making personnel readily available. Only one unfavorable opinion was found in the reports from the last time period.

TABLE 18

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN HUMAN RESOURCES ACCORDING TO THE TIME PERIOD OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	1	12	0	13
Problems	4	4	1	9
No Opinion	61	76	9	146
Total	66	92	10	168

Language. Language is the key to communication. Without it a man is like an expert paralyzed by polio. He has all that it takes to do a good job, but does not have the means to perform. That is why we find that most technical assistants who voiced an opinion of their fellow Americans' ability to use foreign languages, expressed unfavorable reactions. Of those who expressed opinions, 17 expressed unfavorable reactions, while 5 expressed favorable reactions. Without exception all tables dealing with Americans and their knowledge of foreign language (Tables 19, 20, 21 and 22) showed unfavorable reactions regardless of field, age, experience, host country, or time period. The

TABLE 19

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN KNOWLEDGE OF FOREIGN LANGUAGE ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	2	1	2	0	0	5
Problems	7	2	6	1	1	17
No Opinion	58	21	43	8	16	146
Total	67	24	51	9	17	168

TABLE 20

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN KNOWLEDGE OF FOREIGN LANGUAGE ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	2	3	5	1	4	0	5	3	1	1	5
Problems	3	14	17	1	15	1	17	5	12	0	17
No Opinion	49	97	146	20	124	2	146	59	86	1	146
Total	54	114	168	22	143	3	168	67	99	2	168

following quotations illustrate the reactions of technical assistants to the dilemma and what they suggest in order to help others avoid it.

Fortunate indeed is the technician who arrives in Peru possessing an adequate command of the language (speaking, understanding spoken Spanish, reading and writing). But is frequently impossible to recruit a technician who is both outstanding in his specialty and competent in Spanish.

Those of us who have completed a tour of duty in Peru working with counterparts cannot stress too strongly the absolute necessity of becoming reasonably fluent in Spanish. The ability to communicate readily with counterparts and to understand without difficulty what they say is basic for good working relationships. It is true that an interpreter is a partial substitute. But interpretation is time-consuming (except in the case of simultaneous translation equipment); it may be inaccurate in conveying precise shades of meaning; it may not be readily available at a desired moment; and it probably leaves the listener wondering why the expert didn't learn Spanish before he came to Peru.

Ideally, the technician who has to learn Spanish should have three months of uninterrupted, full-time study in the United States, preferably in Washington. To try to learn Spanish at his home institution, in occasional hours squeezed out of his daily schedule, and at a time when he is winding up his affairs preparatory to a tour of duty overseas, is simply not practical.

If the three months of study in Washington is not possible, the next best solution is to enroll in one of the excellent Spanish classes given at the U.S. embassy.¹

Language - a key to effectiveness:

Acquiring facility with a foreign language, which I consider the key to one's effectiveness, comes slowly. My language training was taken on the job, which gave me a short working day of six hours during the first year of my tour. Although progress was gratifying to me, this year's study was a pre-requisite practically to accomplishing the other seven objectives. There is no way to circumvent time and effort in learning a language. It takes both.²

¹ETR 134.

²ETR 1578.

TABLE 21

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN KNOWLEDGE OF FOREIGN LANGUAGE ACCORDING TO HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	4	1	0	0	5
Problems	9	4	4	0	17
No Opinion	35	37	54	20	146
Total	48	42	58	20	168

TABLE 22

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN KNOWLEDGE OF FOREIGN LANGUAGE ACCORDING TO THE TIME PERIOD OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	1	3	1	5
Problems	8	9	0	17
No Opinion	57	80	9	145
Total	66	92	10	168

Inability to communicate:

The initial impact of a foreign language, and the inability to communicate was a rather traumatic experience

inasmuch as three and one-half months elapsed before Portuguese instruction was started.¹

Importance of language:

For all AID contracts of technical assistance to universities in Latin America (consultants, professors) I would advise that everybody should have a fluent knowledge of Spanish, close to mastering it, before coming to Ecuador. A poor knowledge of Spanish, among other reasons, prevents AID employees from having good Ecuadorean contacts both at the universities and outside, and from being well accepted by Ecuadorean colleagues and society in general. The aloofness of many AID employees who attend almost exclusively American personnel parties and who do not know Spanish well makes American assistance unsympathetic and even hateful, and creates the image of the "Ugle American." The main reason for this is, of course, lack of adaptation in all its wide significance and in all its aspects such as social conventions, mentality, feelings, national values and issues excluding politics.²

A way out:

Assure each technician's success by a firm foundation training in Spanish before assignment to a working condition. It is my opinion that this cannot be done in less than six months. The wives of all technicians should also be given this opportunity.³

Misconception about learning a foreign language:

Spanish (Castellano) is the common and official language in Peru, and I knew no Spanish when I accepted the position and arrived in Peru. This matter was discussed, but on the basis of the information presented to the officials of the contracting university and me, it was felt that (1) most of the people in Peru, with whom I would work directly, could speak some English, and (2) that I could learn enough Spanish, within a few months, to use it effectively. Both factors proved only partially correct.

Recommendations:

(1) If possible, select technicians who know, and can use the language of the country. This is especially true for those who are to be in the country more than one or two months.

¹ETR 441.

²ETR 1222.

³ETR 898.

(2) If it is necessary to use a "long-term" technician who does not know the language; have him take an intensive, full-time language training program, where he must use the language in all activities. During this period he would not have other professional duties requiring the use of English in order to proceed with his work, nor would the person be embarrassed by his language limitations and errors made. Even tho (sic) the technician would not be contributing anything during this three or four month "training period" he would more than make it up over a period of a regular two-year assignment.¹

Table 20 (Column C) shows that unfavorable reactions to the degree of knowledge of foreign language by Americans were high among those with experience. Only one person without overseas experience expressed his opinion and it was favorable. He happened to be a Mexican-American and a linguist, and this explains his reaction.

Finance. Opinions expressed about the financial management of AID programs were varied as seen in Tables 23 to 26. Only 10 reports in the whole sample included opinions on fiscal matters, with 5 reports showing favorable opinions while the other 5 showed dissatisfaction. The reactions were very close to being even all the way. Samples of those reactions are as follows:

The problems of receiving 'reimbursement' in cruzeiros for schooling and housing allowance proved to be a considerable one for me. Allowances were established in U.S. dollars. Any similarity between the dollar allowances and the Cruzeiro equivalent received was unlikely. Such was the case due to the timing and method of making conversions. The method of conversion defied comprehension and the logic was seemingly non-existent. The fact that, to the best of

¹ETR 1401.

TABLE 23

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN FINANCE ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	2	2	1	0	0	5
Problems	1	2	1	1	0	5
No Opinion	64	20	49	8	17	158
Total	67	24	51	9	17	168

TABLE 24

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN FINANCE ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	1	4	5	0	5	0	5	2	3	0	5
Problems	2	3	5	1	4	0	5	1	4	0	5
No Opinion	51	107	158	21	134	3	168	64	92	2	158
Total	54	114	168	22	143	3	168	67	99	2	168

my knowledge, there were only three of us in any of the USOM projects in Brazil who were on a cruzeiro expenses arrangement and the fact that the decision to pay in cruzeiros rather than in dollars was made after we had arrived in Brazil, did not make the arrangement any more palatable. In fact, the handling of expense reimbursements was a major reason in my deciding not to ask for an extension for two more years at EAESP.

There were the usual problems of language, different environment, different ways of performing activities, etc. Although at times frustrating, I did not find those to be serious handicaps.

Problems of a professional nature: The basic problem in doing a good job as one is able turned out, not surprisingly, to be finance. The operating budget for EAESP is extremely low. Funds which were promised by Brazilian agencies did not materialize. "Self-support" in most cases meant finding sources of funds wherever one could. It should be mentioned that AID cooperated even better than might be expected, consistent with the role of phasing out and the intended sharing of financial responsibilities between AID and the Fundacao Getulio Vargas.

There are other problems which stem from the basic problem of finances among which is the serious one of a diminution in faculty morale, due to extremely low salaries.

TABLE 25

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN FINANCE ACCORDING TO HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	1	4	0	0	5
Problems	4	0	1	0	5
No Opinion	43	38	57	20	158
Total	48	42	58	20	168

TABLE 26

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH AMERICAN FINANCE
ACCORDING TO THE TIME PERIOD OF
SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	1	4	0	5
Problems	2	3	0	5
No Opinion	63	85	10	158
Total	66	92	10	168

There is still only a limited amount of good teaching materials in Portuguese. The Project is making strides in solving this problem through the Research Program, the Graduate Program and the Translation Program.

Although our Brazilian professors are surprisingly good there is still the need for greater specialization. It is hoped that this problem would be solved in part through the Research Program, the Ph.D. Program, special short courses, and greater emphasis on the selection of a specific area of specialization before the trainees leave for the U.S.¹

Culture. Although only twelve percent of all participants expressed opinions on American culture and its relation to success in overseas performance, it is most interesting to find out the major contributions which could be made to U.S. efforts overseas by the members of subcultures in the United States. The magnitude of conflict between individuals of different cultures is no doubt

¹ETR 43.

controlled by the degree of similarity and the extent of differences between the two cultures. This is easily noted in the nature of interaction between technical assistants who are members of an American subculture and the members of their parent culture when they are assigned to an area of such culture. The best example for illustration is the use of Americans of Latin American descent on Latin American projects. A good example of this is illustrated by the case of Rev. Luis Acevez, of Saint Louis University, who was assigned to Quito, Ecuador as Director for a language and linguistics program. Rev. Acevez had two major subcultural characteristics in his favor. First, he is a clergyman in the Catholic Church, and second, he is of Latin American (Mexican) descent. These two factors must have helped Rev. Aceves overcome many social and cultural barriers, as we will see in the discussion on culture near the end of Chapter IV.

Being a Mexican, I have never been considered a "gringo" and in my first months here very few persons at the University knew that I was working for AID. From the time when practically everybody knew of my connections with AID and Saint Louis University I have been frequently asked why AID doesn't send more "non-gringos" with a good technical preparation to the jobs of technical assistance to universities. (Emphasis mine.)¹

Rev. Aceves spent four years in Ecuador and had a most rewarding experience as he points out in the following

¹ETR 1222.

statement concerning his relations with the students and faculty of the University of Ecuador.

In all these (4) years I have had very close personal and/or professional contacts with the teaching staff of the ILL (Instituto de Lenguas y Linguistics) and other schools of the University.

With practically all the students of the ILL and with many of other schools, with the University officials, with the few pro-government administration, with officials of the Ministry of Education. Besides, I have made many friends among Ecuadoreans outside the University either in professional or just social circles.

I have been a member of the Faculty Council of the School of Education since 1963. The ILL is legally a part of this school. Through my membership in this council and the understanding and support of the Dean, intensive summer courses have been in operation since 1963, the number of subjects in the School of Education was reduced, a more reasonable selection of basic courses and seven well programmed majors were introduced.

Personal relations are more highly valued in Latin American than a purely institutional approach. A very considerable part of the success of the ILL must be attributed to the personal relations I mentioned above.¹

The aforementioned example, however, is unique. Despite that fact, it shows the value of previous knowledge of the culture one expects to work in. Rev. Aceves' satisfactory experience testifies to that. However, one might say that it is difficult to find many clergy who fit the qualifications and requirements of a foreign assignment as Rev. Aceves did. For this reason I present the following example.

Mr. C. H. Dent, a "gringo," who lived near the Mexican border, on the U.S. side, became acquainted with

¹ETR 1222.

Latin American culture and learned Spanish. However, he was not Latin and was sent to Brazil as an education advisor. That way he had two major disadvantages that Rev. Aceves did not have; being "gringo" and not knowing the local language. Despite that, Mr. Dent was very pleased with his experience, as seen from his report.

Adapting to Brazilian ways of living posed no problem. Living close to the Mexican Border, I had acquired a deep appreciation of the Latin American culture, and my knowledge of Spanish facilitated greatly my progress in learning the Portuguese language. Outside of the problem of adapting physically to the environment--eating the right foods, drinking the right water, etc.--there was no difficulty. Living conditions were ideal.¹

Mr. Dent, no doubt, was resourceful and adapting to be able to utilize his knowledge of Spanish in a Portuguese speaking country and what he knew of the semi-Latin border culture, to an authentic Latin community in Brazil. We should not forget, however, that whatever the level of knowledge of Latin culture Mr. Dent had, it was good enough to provide the means for a successful performance. From this one can conclude that the more knowledge one has about his new environment, the more likely he is to succeed.

Some technical assistants tended to identify with local people on an intelligent and rational basis and therefore were able to see developments from a different point of view, as we see in the following.

¹ETR 1578.

There are some excellent Nepali administrators, but they are enmeshed in the web of inefficiency of their inherited government system. Every aspect of project achievement has taken place only because Nepali and Americans together found ways to circumvent the road blocks. Hence the tiny steps forward are of much greater significance than they would be in a "developed" country. This underdeveloped government factor affects processing of requisitions, local purchasing, proper placement of participants upon return, rental of office space, proper use of P.L. 480 commodities and funds, proper appointment of qualified Nepali to key project positions, and other important operational aspects.¹

Some expressed alarm about certain aspects of the behavior of their fellow citizens and voiced their opinions, hoping to correct wrong and not be abusive or sarcastic, as we see in the following statements.

To this writer there appears also to be a need to paint a more realistic picture of America and how it is meeting its challenges and solving its problems. In the picture most often presented there are no problems, no slums, no racial discrimination--none of the issues and challenges which have stimulated us to deal realistically with our own weaknesses. Instead of puzzling people with our present approach, it might be better to stimulate, challenge and encourage them to employ problem solving techniques similar to those used by us with success. One of the greatest elements in the American way is the approach used in dealing with problems which emerge from time to time. One of the greatest needs in countries which are grappling with overwhelming economic and social problems is the acquisition of skills and techniques for solving them. In this, America has a great contribution to make and can supply many examples of how this is done within the framework of law, order and compromise. Therefore, instead of all emphasis being on the smooth operation of a system where all problems have been solved, some attention could be given to how problems are met and conflicts resolved. Above all, we must learn to give more adequate and sane justifications for our weaknesses and to answer the adverse publicity we receive in the press. This would be better understood, more deeply appreciated and would help others to comprehend better our sincerity of purpose.²

¹ETR 300.

²ETR 879.

Even though peoples of different countries usually have many more things "in common," than they have "differences;" it is the differences that more often please, or irritate us most. Some of these differences are:

a. Often late for appointments. Committee meetings may be set for 3:00 o'clock, and members will arrive from 15 to 30 minutes late. Guests have arrived at our home for social and dinner appointments, from 30 to 60 minutes late.

b. Physically aggressive. Many people, of all ages, will push ahead, instead of "taking their turn," when trying to get on an elevator; purchase articles from a clerk in a store, or at a ticket window; drive autos in and out of traffic lines and cross streets in front of traffic.

c. Spanish sentence structure is different from English. Anyone beginning to learn Spanish soon learns that not only the words are different, but that the structure of the sentence is also different, than English--the subject may be at the end, or part of the verb, etc. I have often heard U.S.A. personnel say to Peruvians, in irritated tones--"Why do you have your sentences backward, in Spanish?" and "Well, it is your language I guess you can do as you please with it."

d. Some unsanitary conditions. The following comments do not apply to all Peruvians, or all places; but they occur frequently enough to create problems for many U.S.A. personnel...

Although such conditions are not desirable, gringos talking sarcastically about them in public, causes resentment by (the hosts), and does little to improve the sanitary conditions.¹

It is often hard for a technician to realize that differences between two countries are viewed from opposite positions. A Spanish-speaking person learning English would think that some English sentence structure is backwards to Spanish. As U.S.A. technicians it seems important for us to learn that we are guests overseas. Even though we have been employed to help work on some special problems, we are "invited guests" and not "holy or dictatorial masters." A few signs, painted on walls stating "Yanquis Go Home" makes one realize that a few people tolerate us, rather than welcome us.²

Most of the reactions with respect to cultural influence were close to being evenly divided although they were on

¹ETR 1401.

²Ibid.

TABLE 27

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN CULTURE ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	5	1	3	0	0	9
Problems	6	1	1	2	1	11
No Opinion	56	22	47	1	15	148
Total	67	24	51	9	17	168

TABLE 28

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN CULTURE ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	1	8	9	0	9	0	9	4	4	1	9
Problems	3	8	11	0	11	0	11	6	5	0	11
No Opinion	50	98	148	22	123	3	148	57	90	1	148
Total	54	114	168	22	143	3	168	67	99	2	168

the unfavorable side as we see in Tables 27 to 29. Table 30, however, showed us clearly that unfavorable reactions prevailed in the early time period while favorable reactions became dominant in the second time period, with the last time period showing an evenly divided opinion.

TABLE 29
THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH AMERICAN CULTURE
ACCORDING TO HOST COUNTRY OF
THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	4	3	2	0	9
Problems	4	1	4	2	11
No Opinion	40	38	52	18	148
Total	48	42	58	20	168

TABLE 30
THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH AMERICAN CULTURE
ACCORDING TO THE TIME PERIOD OF
SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	2	6	1	9
Problems	8	2	1	11
No Opinion	56	84	8	148
Total	66	92	10	168

TABLE 31

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN GOVERNMENT ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	0	0	0	1	0	1
Problems	2	0	1	0	0	3
No Opinion	65	24	50	8	17	164
Total	67	24	51	9	17	168

TABLE 32

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN GOVERNMENT ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	0	1	1	0	1	0	1	0	1	0	1
Problems	1	2	3	0	3	0	3	1	2	0	3
No Opinion	53	111	164	22	139	3	164	66	96	2	164
Total	54	114	168	22	143	3	168	67	99	2	168

Government. Only four participants expressed any opinion about direct influence by the United States government. Their reactions were seen in Tables 31 to 34. Some of their reactions were mentioned earlier in connection with reactions on administration, organization and planning.

TABLE 33

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN GOVERNMENT ACCORDING TO HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	1	0	0	0	1
Problems	1	1	1	0	3
No Opinion	46	41	57	20	164
Total	48	42	58	20	168

TABLE 34

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH AMERICAN GOVERNMENT ACCORDING TO THE TIME PERIOD OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	1	0	0	1
Problems	2	1	0	3
No Opinion	63	91	10	164
Total	66	92	10	168

Host Based Problems and Prospects

Cooperation from the host country is difficult to analyze objectively. There exists an obvious desire on the part of individuals to cooperate and to understand our objectives and methods of operation. Governmental procedures involving several units delay action and circumvent such desires.¹

As was mentioned earlier in this chapter, it is natural to expect more criticism of the host by the technical assistant because the technical assistant is placed in a totally strange environment which puts a heavy burden upon him. To achieve, in fact excel, under unusual and hostile conditions is no doubt a miraculous effort to undertake. In the following pages the reactions of technical assistants to these circumstances will hopefully be analyzed with full awareness of the circumstances.

Administration. On the whole, technical assistants were highly dissatisfied with the administration of activities related to AID projects by host nationals. Table 35 shows us that out of all participants, 96 expressed dissatisfaction with host country administration as compared to 38 who were in favor. This is a high degree of dissatisfaction considering the type of reactions we had with the reaction of technical assistants to other Americans. Therefore, it would be interesting to find out why. The examples presented below are intended for that purpose. Favorable and unfavorable reactions by the same person in

¹ETR 1021.

TABLE 35

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH ADMINISTRATION IN THE HOST COUNTRY ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	16	2	15	0	5	38
Problems	36	14	30	7	9	96
No Opinion	15	8	6	2	3	34
Total	67	24	51	9	17	168

TABLE 36

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH ADMINISTRATION IN THE HOST COUNTRY ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	13	25	38	5	32	1	38	13	25	0	38
Problems	26	70	96	12	82	2	96	42	52	2	96
No Opinion	15	19	34	5	29	0	34	12	22	0	34
Total	54	114	168	22	143	3	168	67	99	2	168

the same report--the same country--will be presented together for better illustration.

The following example from Turkey shows that lower echelon personnel were very cooperative while those at the ministry level, who are removed from the scene of activity, were indifferent and noncooperative.

The administrations and staff members of local institutions in which there were contract sponsored activities were willing to give their time as individuals and as groups for any necessary work. Suggestions were accepted by the contract staff whenever possible.

The contract operation has been hindered by the failure of the Turkish Ministry to provide continuity of service in the offices of administration and in the instructional staff of the schools in which the sponsored programs were being developed.¹

Another example, from Jordan, points to the satisfactory nature of the individual co-workers, yet when matters have to be processed through a bureaucracy that is not used to urgency or fast action, things bog down and frustrations develop.

For the greater part of the time the Ministry of Education has had competent and straight-forward leadership. The USAID advisors have had access to the Ministry officials at all times. The relationships have been at a professional level and otherwise all that might have been expected. It has been possible to keep the project completely directed toward the attainment of established objectives.

Delays in the willingness of the Ministry to move as rapidly as might have been possible toward the attainment of the objective to upgrade the total college program to a standard level have been frustrating. The upgrading of the college programs to a standard level in administration and instruction is the single most important step which the Ministry has to take.²

¹ETR 765.

²ETR 299.

Respondents in all fields of operation showed more unfavorable than favorable reactions. Table 36 (Column A) shows that the two age groups also are highly dissatisfied, especially the older group. Seventy of the older group gave negative responses to Administration.

Table 36 (Column B) shows those with longer experience in the United States to be more critical of their host. An example of such reactions is as follows.

Delay in effecting progress was due to lack of procedures in planning, organization and administration. The failure of the GOJ to establish clear-cut delineation of lines of authority and well-defined responsibilities made it difficult for Nationals on the operational administrative level to function in keeping with their competence. Too few competent Nationals were assigned to supervise and administer project activities. From the inception of the project until the summer of 1960, the Project Supervisor served also as Director of Vocational Industrial Education and Principal of the Amman Technical Institute. Most of his time was devoted to the latter two positions, making it necessary for the Advisor to interject himself into the operational phase of the project, spreading himself so thin that his contribution toward progress has been far from satisfactory. Although the Project Supervisor is no longer Principal of the Technical Institute, this situation has not improved since most of his time is spent performing duties as Director of Vocational Industrial Education.¹

In Table 36 (Column C), dealing with the reactions of technical assistants as they are grouped according to overseas experience, we find 42 of those with less than six years experience expressing unfavorable reactions as compared to 13 favorable opinions. Of those with more than 6 years experience, 52 expressed unfavorable reactions as compared to 25 with favorable reactions.

¹ETR 1021.

Considering the reactions to administration with relation to host country (Table 37), we find that 22 of those who worked in Latin America were dissatisfied with their host as compared to 5 with favorable opinions. Of those who worked in the Far East, 23 expressed unfavorable reactions as compared to 11 with favorable reactions. Those who worked in the Middle East and Africa had similar reactions to those who worked in the Far East.

TABLE 37

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH ADMINISTRATION IN THE HOST COUNTRY ACCORDING TO HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				
	Latin America	Far East	Middle East	Africa	Total
Prospects	5	11	18	4	38
Problems	22	23	31	10	96
No Opinion	11	8	9	6	34
Total	38	42	58	20	168

The distribution of reactions with relation to time periods (Table 38) shows that those in the second time period expressed 51 unfavorable reactions as compared to 23 favorable ones, thus making this group most unhappy with administration by their host. Of those who represent the first time period, 36 had unfavorable reactions, while 14 expressed favorable reactions.

TABLE 38

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH ADMINISTRATION IN THE
HOST COUNTRY ACCORDING TO THE TIME PERIOD
OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	14	23	1	38
Problems	36	51	9	96
No Opinion	16	18	0	34
Total	66	92	10	168

Organization. Looking at the organization of related activities by the host we find that unfavorable reactions were expressed 45 times as compared to 6 favorable reactions. As we attempt to relate these reactions to professional training we find a high degree of dissatisfaction prevailing in all fields, as seen in Table 39.

Table 40 (Column A) shows the reactions of age groups to organization to be seven to one on the unfavorable side, with 14 expressing unfavorable reactions as compared to 2 who were in favor for those below 50 years of age. Those who were more than 50 years old and 31 unfavorable opinions as compared to 4 favorable ones.

Table 40 (Column B) shows that out of the 143 with more than ten years experience in the United States, 40 were dissatisfied while 5 expressed favorable opinions. The same

TABLE 39

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH ORGANIZATION IN THE HOST COUNTRY ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	3	0	3	0	0	6
Problems	15	6	17	1	6	45
No Opinion	49	18	31	8	11	117
Total	67	24	51	9	17	168

TABLE 40

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH ORGANIZATION IN THE HOST COUNTRY ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	2	4	6	1	5	0	6	3	3	0	6
Problems	14	31	45	3	40	2	45	15	28	2	45
No Opinion	38	79	117	18	98	1	117	49	68	0	117
Total	54	114	168	22	143	3	168	67	99	2	168

reactions prevail among those with short or long overseas experience, as shown in Table 40 (Column C).

Considering the relation of reactions to host country we find the only favorable reactions to come from Latin America and the Far East, as seen in Table 41. The highest degree of dissatisfaction seems to be in the Middle East. The following examples present some of these reactions.

Favorable - Far East.

The centralized campus at Hue has made it easy to plan new buildings and to use existing structures on the east bank of the Perfume River. The central Saigon campus at Thu Duc became a reality in March 1963 when construction was begun on the USOM financed Faculty of Pedagogy. These separated locations will be brought together in a centralized campus. Saigon will soon enjoy the benefits experienced by Hue University from the beginning in having a centralized physical plant.¹

TABLE 41

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH ORGANIZATION IN THE HOST COUNTRY ACCORDING TO HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	4	2	0	0	6
Problems	9	13	20	3	45
No Opinion	35	27	38	17	117
Total	48	42	58	20	168

¹ETR 3728.

An unfavorable reaction from the Middle East is as follows.

The need for organization in the Ministry of Education was so striking in August of 1959 that it caused the writer to comment in his report for that month as follows:

Anyone with only a minimum (of) administrative experience will be forcibly impressed with the lack of recognized acceptable organization and administrative practices within the Ministry of Education. True miracles of administration takes place in the various teachers' colleges when administrators are able to maintain a relatively high morale among both faculty and students while feeling a maximum insecurity in respect to tenure in office and having to live with frustrations that come from seeing sound practices circumvented as a result of influence. From the reports of many qualified people it appears as if this problem has been perennial, and will continue to be major as long as the law of the land placed so much responsibility in the hands of political appointees.¹

Another example from the Middle East, illustrating the conflicting roles of various organizations, is the following.

The complexities which arise through the participation of three agencies of the GOJ, i.e., the Ministry of Public Works, the Ministry of Education, and the Jordan Development Board, in the implementation and supervision of construction contracts produce interminable delays.²

The following example from Latin America shows the unfavorable administrative organization set up in a university.

There have been hard things to put up with, like the exaggerated centralization of the University Administration on the Rector, as it was mentioned in the beginning of this ETR. The Rector seems to have had some sort of special affection towards the ILL in the first year

¹ETR 110.

²ETR 299.

or two; but this predilection turned to an apparent indifference toward the pressing needs of the ILL, especially regarding classroom space, laboratory and audio-visual equipment.¹

Table 42 shows that unfavorable reactions to organization were highest in the first period, as we have 25 expressing unfavorable reactions in comparison with 20 in the second period.

TABLE 42

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH ORGANIZATION IN THE HOST COUNTRY ACCORDING TO THE TIME PERIOD OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	2	4	0	6
Problems	23	20	2	45
No Opinion	41	68	8	117
Total	66	92	10	168

Planning. The negative reactions of technical assistants to planning by their hosts runs almost parallel to their reactions to organization while the favorable reactions to planning are much higher than those for organization. Total reactions to planning constituted 18 favorable reactions and 46 unfavorable reactions. The answers for

¹ETR 1222.

more favorable reactions to planning might be found in the following statements.

Other factors which encouraged planning included: a) the fact that high level officials in the Ministry of Education were usually available to the writer if and when they were in the country; b) the Minister of Education was receptive to the conference approach to the solution of problems; c) Jordanian officials are not adverse to talking and expressing their ideas; d) some of the finest long-range planning seen by the writer was developed in the field of arts and crafts instruction in the elementary schools. Program determined facilities and commodities needed as well as teacher training and participant training required over a period of ten years; e) planning for audio-visual activities received real stimulus with the return of a well-trained participant in the fall of 1960. An audio-visual center was planned and actually established. Commodities were fully utilized, a distribution and accounting system started and a program of instruction planned; f) the planning for assistance to teachers in teaching from the new syllabi has been most encouraging.¹

The following example shows the recognition of authorities to the value of education, and therefore the development of an efficient plan.

Priority is given to education by the State Planning Organization in the GOT Development Plan with resulting emphasis on educational planning. There is a Ministry of Education movement to provide university level programs in education and in educational research.²

The following example is unique. Here we see the AID mission present the local government with a demonstration which turned out successfully and resulted in the government adopting the project.

The GOL has recognized the worth of summer sessions by assuming the financial responsibility for operating expenses. In some instances the need for financial

¹ETR 110.

²ETR 2193.

support has been removed by positive action on the part of the Nazirate officials. For example: During the summer of 1960 USAID supported the summer session in Tripoli to the extent of providing food and lodging for all students in addition to paying all instructional costs. Total cost for the session was \$20,000. In 1961 Nazirate officials conducted the summer session without providing board and lodging for the students.¹

This last example represents the alertness of the host officials as they realized the value of advice given to them and developed a favorable plan which showed quick results.

The development of an awareness on the part of the Indonesians that the administration of a university is a function which should receive much more attention. Consequently, registrars, secretaries, librarians, and others have been sent to the U.S. for training in administrative procedures for universities. The results of this effort have been most gratifying. Some universities now have registrars, some have actually developed university catalogs. Many now have registration where students must meet with their professor and agree to attend both classes and laboratory work, before they are permitted to enter.²

Table 43 shows that technical assistants in all fields had unfavorable reactions to planning with those in teacher education expressing the highest degree of dissatisfaction, with 20 unfavorable reactions and 2 favorable reactions. Those in other fields had much more even reactions except in industrial education where the favorable and unfavorable reactions were equal.

Considering the reactions with relation to age groups (Table 44, Column A) we find that the older group

¹ETR 255.

²ETR 2212.

TABLE 43

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH PLANNING
IN THE HOST COUNTRY ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	9	4	2	1	2	18
Problems	14	4	20	3	5	46
No Opinion	44	16	29	5	10	104
Total	67	24	51	9	17	168

TABLE 44

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH PLANNING
IN THE HOST COUNTRY ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE,
AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	7	11	18	3	14	1	18	6	12	0	18
Problems	15	31	46	4	41	1	46	21	24	1	46
No Opinion	32	72	104	15	88	1	104	40	63	1	104
Total	54	114	168	22	143	3	168	67	99	2	168

expresses much more discontent with their experience than the younger group. The unfavorable reactions by the older group were 31, with 11 expressing favorable reactions.

Table 44 (Column B) shows that those with longer experience in the United States have a higher degree of dissatisfaction with 41 expressing unfavorable reactions with 14 expressing favorable reactions. Those with shorter overseas experience, however, are more dissatisfied than those with longer overseas experience, as we see in Table 44 (Column C). Of those with less than 6 years overseas experience, 21 expressed unfavorable reactions as compared to 6 favorable reactions, as compared to 24 unfavorable and 12 favorable reactions by those with more than 6 years of overseas experience.

Reactions to planning in different countries were expressed in Table 45. Here we find those in Latin America and the Middle East express more unsatisfactory opinions than those in other areas, with those in the Far East expressing equal numbers of favorable and unfavorable reactions. The following examples from various regions hopefully will indicate what kind of planning problems were encountered in the host country.

The first example illustrates the need for a plan to improve working conditions and keep the trained personnel from leaving to other competitive states in the Middle East.

TABLE 45

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH PLANNING IN THE HOST
COUNTRY ACCORDING TO THE HOST COUNTRY
OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	4	7	4	3	18
Problems	16	7	18	5	46
No Opinion	28	28	36	12	104
Total	48	42	58	20	168

The most pressing problem in the developing education program is to train and hold personnel. Although figures from the recent study of participant training have not been released, I would judge that the loss of personnel to other agencies of government, or to outside employment, has been the most significant factor in retarding educational development in Jordan. This indicates that major study should be given to the Ministry of Education and an organization perfected that would:

(a) Provide job conditions that would be professionally rewarding.

(b) Provide promotion opportunities within the Ministry of Education that would be at least equivalent to other ministries, authorities or agencies of the government.

(c) Provide remuneration consistent with the remuneration for similar jobs and training in other Arab States or in private industry in Jordan as appropriate.

These measures should provide the holding power so essential to the development of a professionally competent Ministry of Education.¹

¹ETR 700.

The second example shows the same problem in Latin America.

. . . because of the low salaries paid to University teaching personnel, many of them may soon have to leave their positions for other jobs where they can receive much higher salaries. One returned AID participant teaching in the Escuela has informed me that, on his return from the U.S. in 1960, he received the equivalent of U.S. \$400 per month, and now, four years later, on "tempo integral" (full-time) teaching, he receives only the equivalent of U.S. \$200 per month. Students who graduate this year will receive salaries higher than that, while others who graduated in 1960 are receiving the equivalent of up to U.S. \$400-500 per month.¹

Table 46 shows that reactions to planning were relatively the same in the first two periods. In those two periods negative reactions amounted to 16 and 26 respectively, as compared to 6 and 12 favorable reactions, in the same order.

TABLE 46

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH PLANNING IN THE HOST COUNTRY ACCORDING TO THE TIME PERIOD OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	6	12	0	18
Problems	16	26	4	46
No Opinion	44	54	6	104
Total	66	92	10	168

¹ETR 680.

Human Resources. The reactions of Americans in technical assistance to the quality and availability of trained manpower--human resources--in the host country is also unfavorable. This is an understandable result considering the fact that we are dealing with an underdeveloped country. Of all those expressing opinions on human resources, 61 expressed unfavorable reactions, while 35 were favorable.

Table 47 shows the reactions of participants in all fields to be dissatisfied with the human resources available in the host country. The dissatisfaction seems to be highest in the field of agricultural education, followed by administration education, then by general education, teacher education and industrial education.

The reactions of age groups, shown in Table 48 (Column A) were negative among the older and positive among the younger participants. Of the older group, 47 expressed disfavor with human resources while 19 were favorable. The younger participants expressed 16 favorable opinions as compared to 14 who were dissatisfied.

In Table 48 (Column B), those with more than ten years experience in the United States had a high unsatisfactory reaction with 54 expressing dissatisfaction, while 28 expressed favorable reactions.

Table 48 (Column C) also shows a similar reaction. However, those with less experience showed a higher degree of dissatisfaction, with 25 expressing unfavorable reactions

TABLE 47

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HUMAN RESOURCES IN THE HOST COUNTRY ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	11	5	14	2	3	35
Problems	21	9	19	4	8	61
No Opinion	35	10	18	3	6	72
Total	67	24	51	9	17	168

TABLE 48

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HUMAN RESOURCES IN THE HOST COUNTRY ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	16	19	35	5	28	2	35	10	25	0	35
Problems	14	47	61	7	54	0	61	25	35	1	61
No Opinion	24	48	72	10	61	1	72	32	39	1	72
Total	54	114	168	22	143	3	168	67	99	1	168

as compared to 10 who were favorable. In Table 49 we see those who worked in the Far East to be dissatisfied most, as 18 expressed unfavorable opinions, while 6 gave favorable reactions. Those who worked in Africa and Latin America came next, with those in the Middle East showing the least degree of dissatisfaction, with 19 of them being dissatisfied and 16 showing favorable reactions.

TABLE 49

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HUMAN RESOURCES IN THE HOST COUNTRY ACCORDING TO THE HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				
	Latin America	Far East	Middle East	Africa	Total
Prospects	9	6	16	4	35
Problems	15	18	19	9	61
No Opinion	24	18	23	7	72
Total	48	42	58	20	168

The following illustrations show some of the favorable reactions from the Middle East and Latin America.

The personnel of the Education Department along with the office of the General President had a greater leadership potential and readiness for change (flexibility) than any of the other departments of the Helmand Valley Authority. The leadership effectiveness within the Department of Education has been significantly improved as a result of the efforts of returned participants.¹

¹ETR 794.

The quality of the people involved in general education is a distinct asset. Ministry personnel are equally sincere and dedicated. There is evidence of improved cooperation within each of the two groups and between the technicians and their Turkish associates. Concomitantly, there continues to develop an improved appreciation of need and willingness on the part of two or more general Directorates to participate in joint planning. The working climate is good.¹

The caliber of Haitian educational leadership is reasonably sufficient, particularly if one includes those in exile, those employed by other countries and organizations, and those within the country, but forced "hor de combat." This body of educators would need some re-training but, even more, need encouragement, support and organization.²

Some of the reasons for unfavorable reactions to human resources comes from the use of men in fields other than their own, as we see in the following statement.

Working effectively through a counterpart depends on many things. The problem with my counterpart was one of difficulty in establishing rapport through her with the other departments of PABAEE. She was a transfer from another department in PABAEE to the Production of Educational Materials Department, so the workings of this department were not her major interest. I found her highly intelligent, and we established a pattern of working frankly and honestly with each other, that was satisfying to both. We have agreed many times that we will have nothing to say to each other's back when I'm gone because we always spoke frankly face to face. She is a most capable person, and I think could make an outstanding contribution to PABAEE in a department that she felt a challenge to her abilities. During the last year, she worked only half time in the department since she wanted to take a course in the Instituto de Educacao to qualify for an administrator's certificate.³

Other sources of dissatisfaction come out of the curbs put on men at the operational level by those in leading positions in the government, as we see in the following quotation.

¹ETR 923.

²ETR 626.

³ETR 1578.

A primary limiting factor to educational development in Jordan is the great degree of control of educational development at the highest levels of government, including the executive functions in the Ministry being almost entirely reserved to the Minister of Education. This situation will be changed only as confidence is developed in the quality of advice and encouragement given to effect a good educational system.¹

Another example shows how the short tenure men have on the job makes them spend a great deal of their time and effort adapting to and learning new roles.

Top level personnel changes have not been confined to the Ministerial level. During the past seventeen months there have been two new Controllers, a new Director of Auditing, two new Directors of General Supervision, a new Director of Primary Education, and a new Director of Teacher Education. When these positions are in the process of being filled, there is naturally a period of waiting and of expectancy: who will be the new Director, what will be his policies, and how long will it take him to learn his new job and to begin functioning effectively? But a crucial question is: what will be his attitude toward the work of the TCCU team? It should be remembered that the new functionary had no part in the decision to request the services of Teachers' College in helping to improve the area of education he supervises. Fortunately, most of the new officials appear receptive. But there is no minimizing the loss of time involved, and months of work with the former Director may seem lost.²

Table 50 indicates that the reactions of technical assistants to human resources in the host country are more unfavorable in the second time period than the first one. Thirty-six of those in the second time group expressed unfavorable reactions as compared to 17 who were favorable. Those in the first time period showed evenly divided reactions.

¹ETR 1038.

²ETR 134.

TABLE 50

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH HUMAN RESOURCES IN THE
HOST COUNTRY ACCORDING TO THE TIME PERIOD
OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	18	17	0	35
Problems	20	36	5	61
No Opinion	28	39	5	72
Total	66	92	10	168

Language. Not many participants expressed their opinion on the use of language by host nationals. However the reactions presented by technical assistants who repeatedly pointed to the importance of language for Americans in overseas service indicate that Americans expected themselves to be able to communicate in foreign languages. When they faced the difficulty they turned to self-criticism, which suggests that they did not expect the nationals to have the language facility. Some, however, did mention their approval or dissatisfaction of the ability of host nationals to use foreign languages.

Of all the participants in this study only 13 expressed opinions on language use by their hosts. Those who did were mostly in general education, from the older group, with long experience both in the United States and overseas, especially from those who worked in the Middle

TABLE 51

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH LANGUAGE
IN THE HOST COUNTRY ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	2	1	3	0	1	7
Problems	2	1	2	0	1	6
No Opinion	63	22	46	9	15	155
Total	67	24	51	9	17	168

TABLE 52

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH LANGUAGE
IN THE HOST COUNTRY ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE,
AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	1	6	7	0	7	0	7	2	5	0	7
Problems	2	4	6	1	4	1	6	0	6	0	6
No Opinion	51	104	155	21	132	2	155	65	88	2	155
Total	54	114	168	22	143	3	168	67	99	2	168

East. Their opinions were about even, but on the favorable side. Their reactions are shown in Tables 51 to 53.

TABLE 53

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH LANGUAGE IN THE HOST COUNTRY ACCORDING TO THE HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	0	0	6	1	7
Problems	2	0	4	0	6
No Opinion	46	42	48	19	155
Total	48	42	58	20	168

Table 54 shows those in the first time period to be critical, while those in the second have a favorable reaction. The following example illustrates the effect of language on communication and success.

On December 1, 1960, the Department of Agricultural Education was established in the Ministry of Education and granted autonomy for the operation and direction of activities in agricultural education. This freedom of action has enabled Mr. Raouf to direct the activities of the Department in a most commendable manner. An excellent rapport has been maintained in our working relationships. Mr. Raouf speaks English and is well qualified for his position by way of his long experience and excellent training. Much of the progress made in agricultural education during the past two years should be attributed to this favorable factor.¹

¹ETR 264.

TABLE 54

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
PROSPECTS DEALING WITH LANGUAGE IN THE HOST
COUNTRY ACCORDING TO THE TIME PERIOD OF
SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	2	5	0	7
Problems	4	1	1	6
No Opinion	60	86	9	155
Total	66	92	10	168

Finance. The reactions of most technical assistants to fiscal management and financial affairs in the host country is extremely negative. Out of all the participants in this study, 43 participants expressed unfavorable reactions as compared to 2 favorable reactions. This unfortunate situation, as one gathers from the reports, is attributed in part to antiquated methods of business management, as we see in this case from the Middle East.

Another most significant factor that will have increasing importance in every substantive division of U.S. AID/J is the revision of the Administrative Agreement. This will free administration of many of the encrustations of poor control of funds, a poor purchasing set-up, etc. that had accumulated in the Jordan Development Board.¹

Another example, from Latin America, relates the situation to poor planning of financial affairs.

¹ETR 700.

Peru devotes a high proportion of its public funds to education. It is not getting its money's worth: the primary reason is the wastage of resources through the political orientation of the educational system referred to above. The country could have a much more effective educational system if educational purposes and needs were used as guidelines for developing a realistic budget which could be effectively administered.¹

Another example from the Middle East attributes the poor financial situation to the misallocation of funds.

General economic weakness and inadequacy of education budget results in lack of equipment, low teacher salaries, and very limiting personnel policies.²

Table 55 shows those in teacher education to be dissatisfied most with financial matters in the host country, with all the other fields following at a lower rate.

Table 56 (Column A) shows the older group to have a higher unfavorable reaction than the others. Table 56 (Column B) shows those with more experience to be highly dissatisfied. Table 56 (Column C) shows that regardless of overseas experience most participants were dissatisfied with fiscal matters and fiscal management in the host country.

Table 57 shows those who worked in Latin America to be most dissatisfied, followed by the Far East, the Middle East and Africa, respectively.

Table 58 shows those who worked with AID or other affiliated agencies before 1963 to be more dissatisfied

¹ETR 760.

²ETR 2193.

TABLE 55

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HOST COUNTRY FINANCE ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	1	0	0	0	1	2
Problems	8	6	22	3	4	43
No Opinion	58	18	29	6	12	123
Total	67	24	51	9	17	168

TABLE 56

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HOST COUNTRY FINANCE ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50 yrs	>50 yrs	Total	<10 yrs	>10 yrs	None	Total	<6 yrs	>6 yrs	None	Total
Prospects	2	0	2	2	0	0	2	0	2	0	2
Problems	9	34	43	3	38	2	43	14	28	1	43
No Opinion	43	80	123	17	105	1	123	53	69	1	123
Total	54	114	168	22	143	3	168	67	99	2	168

than those who worked between 1967 and 1969. Those who worked after 1967 had a similar reaction to those in the second time period. A favorable example for the middle time group is presented here.

TABLE 57

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH FINANCE IN THE HOST COUNTRY ACCORDING TO THE HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	0	0	2	0	2
Problems	16	12	11	4	43
No Opinion	32	30	45	16	123
Total	48	42	58	20	168

TABLE 58

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH FINANCE IN THE HOST COUNTRY ACCORDING TO THE TIME PERIOD OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	0	2	0	2
Problems	20	20	3	43
No Opinion	46	70	7	123
Total	66	92	10	168

The trust fund set up by the host government in cooperation with AID provided a means of obtaining certain materials necessary to proper functioning of the work directly by the technician as needed and thus facilitated the work. The college administrative officials also cooperated in providing a budget for science on a par with that of other college subject areas, even though the total funds for all areas are seriously inadequate.¹

Culture.

Cooperation from the host country is difficult to analyze objectively. There exists an obvious desire on the part of individuals to cooperate and to understand our objectives and methods of operation. Governmental procedures involving several units delay action and circumvent such desires.²

The reasons behind the confusion implied in the above quote might be understood if we looked at the following examples. The first example, from the Middle East, serves to illustrate how ignorance can give people a misconception of their own culture. In such a case, one tends to blame his inadequacies on spiritual or ambiguous reasons as we see in the following.

Instructional materials, which had been developed by previous technicians were found locked in glass cases in the office of principals. They were in good condition because they had not been used. Our job is to guide teachers into developing and using their own materials of this type for enrichment in the teaching of children. When we visited schools I was always full of questions as:

Why was this type operation followed or why was something different not done? Every time there was one reply: "It is against our religion to do differently." I could not visualize any religion having a strangle-hold

¹ETR 200.

²ETR 1021.

on people whereby some reasonable freedom and progress was not permitted.

I challenged my interpreter to search the Koran and the teachings of Ali for pertinent facts dealing with Education. When I was given the following important teachings I had Mr. Habibi, Ostan Chief of Education, and others check them carefully before I would dare make use of them. After receiving proof of their authenticity the following have served as a guiding light for my approach to helping Iranians solve their own problems.

Ali in his teachings taught:

1. All children should be educated.
2. They should be taught to adjust to a changing society because the life they will encounter as adults will be different from the conditions of today.
3. If you are true Moslems you have a natural love and affinity for your fellow man and a desire to see him live a better life.
4. If you are true Moslems and believe in these teachings you will work together as a single strong hand to carry them out.

The writer believes that lack of understanding and failure to follow the above teachings is one major reason why the Iranians are not progressing. They could not overlook or suppress the education of girls if they understood these important teachings of their leader. True religious education with understanding and comprehension should free peoples from doubt, fear, primitive superstitions, and mysticism.

The Mullah organization needs to educate their members to correctly interpret the teachings of their prophets and guide the people by precept and example toward the Good Life.¹

Another example shows how tradition became so embedded in the culture that it is hard to dislodge it even though it is obviously inadequate.

. . . Recently one official was deeply upset when a letter written to a local business man was delivered and the business man appeared the next day with the article requested in the letter. Such promptness was not in the established procedure. In another instance it took twenty-two days for a letter from a top official in the Ministry of Education to arrive in the

¹ETR 285.

audio-visual unit in the same Ministry. When the silk screen production line was set-up arrangements were made with a local dealer, from whom we had been purchasing supplies for over a year to make contacts with American suppliers for inks and other equipment. An order was placed. At this point a new Controller (head of operations in the Publications Bureau) was appointed to the Publications Bureau. The new Controller notified the audio-visual unit to cancel the order. He then ordered that all future purchases would have to be made through the Government purchasing office located in London. For months the order shuttled back and forth between the London office and the Publications Bureau to settle trifling details. Finally we were told to again place the order through the local dealer, which we did and received the order after another four months. However a total of thirteen months had elapsed between placing the original order and the arrival of the inks. In the meantime oil and enamel paints were used instead of proper inks which seriously retarded production and lowered quality of the work.¹

Another tradition, which is in no way bad, yet is hard to break away from, even when it is obvious to others that no harm can be done, is illustrated here. Nepal, being an agricultural and isolated country, naturally would have limited trade and limited handling of money. Despite the fact that money is given to the government and authorized to be spent, officials are hesitant to spend it because it is much beyond what they have ever known.

Analyzing further the reactions of HMG/N officials, it is possible for this writer to state none is sufficiently committed to the development of his country that the compelling consideration of tradition is overcome. The two-and-a-half year delaying tactic over allowance of professional staff organization illustrates the tenacity of established practice. Four Directors of Public Instruction and two Secretaries of the Ministry of Education have proved unable to alter tradition and

¹ETR 337.

to secure an organizational table of operations capable of carrying out agreed-to activities. Tradition has also proved too strong to allow expenditure of funds appropriated for materials' purchases. Here, traditional reluctance to go about expending large sums (in Nepali terms of reference), in the first instance, and obtaining sanctions sufficient to place orders, in the second instance, has half the volume of regular, non-emergency buying to a less than one percent of ostensibly allocated funds.¹

Oftentimes cultural barriers are the by-product of past experiences with outsiders, especially colonialists, hence the term neo-colonialism and the fear of complications which might be masked by good will, as previous experiences with colonialism dictate.

Further, Pakistan appeared to be extremely reluctant to accept the advisory services of foreigners, a condition which apparently stemmed from the decades of British Rule. On several occasions American advisors attempted to assist the Government of Pakistan, its officials, or leaders in its institutions (to avoid creation of problems and to profit by the mistakes of other nations) by simply telling them the obvious course of action to take. I know of no instance when the suggested course was welcomed in the field of education. In some instances I have seen my suggestions followed when the nature of the situation could reflect personal credit on my counterpart but in the majority of the cases it was apparent that my suggestions were followed because I had a personal influence upon local currency releases.²

The above example might be also related to a proverb commonly used in Moslem countries: "A true believer is never bitten by the same snake twice." Often some former colonies have acquired so much of their colonial culture that they tend to resist accepting change to a new one.

¹ETR 349.

²ETR 4051.

In this British-colonial-oriented country an engineer is looked down upon; and a technician is looked down upon even more. A clerk's position, with a white collar, carried more prestige and is more desirable. Overcoming this prevalent attitude is a major problem. The role of the technician is widely misunderstood and unappreciated.¹

Worse yet is the case of certain African countries which despite independence, still have many colonialists in key positions. Those colonialists who have learned the ways and customs of the local people to the point where they are highly respected, naturally will resent the intrusion of any other outsider who might infringe on their status and authority.

Acceptance of the U.S. technicians, by expatriate education officials, as advisors, who were to serve in a supernumerary capacity to the regular staff of the teacher training colleges presented a major problem during the initial states of the program. Since the Ministries desperately needed teachers to staff the training colleges, they readily assigned the AID technicians as regular faculty members with the same teaching loads as other instructors; even though the agreements stated that they were to serve in an advisory role and function as supernumeraries. This had a deleterious effect on the morale of the U.S. personnel who felt their special competencies, experiences, and level of professional achievement were not properly utilized. One explanation offered for this situation is that most British expatriates do not seek or desire advice from American colleagues. As an example, the remark by the Permanent Secretary for Education (expatriate) in Malawi concisely summarizes the prevailing attitude: "We are overburdened with advice." The situation was aggravated by the fact that the Principals or headmasters have almost absolute power in operating their institution. When faced with teacher shortages they increased the teaching load of the AID advisors or, as in a few cases, assigned them to teach subjects other than their specialties in order to keep the school functioning.

¹ETR 782.

To solve this problem, frequent conferences were held with Ministry officials with a view to making more effective use of the advisors. Starting with the FY 1963 agreements and continuing with those in FY 1964, a change began to take place and teaching loads were reduced and advisory functions increased. In some instances, technicians were reassigned to the Central or Provincial Inspectorates where their work was in keeping with AID policies. Those who were assigned to the Inspectorates were in a more strategic position to influence changes in education that would have a widespread effect, since this organizational unit is the center for curriculum development as well as the organization of pre- and in-service training on a country-wide basis.¹

The experience of so many Americans with the highly complicated situation of a third culture--colonial culture--which they have to deal with before they can get to do what they have started out to do, probably was what brought the author of the following quotation to put forth his intelligent observation.

A favorable aspect present in Nepal, but not in some other countries, is the fact that Nepal has never been a conquered land. The people may be illiterate and poor, but they have an inner dignity that makes it more nearly possible to carry out project provisions on a basis of equal cooperation. The Anglo-Saxon culture has penetrated Nepal secondhand through India, which makes rapport between us and Nepali easier than is possible in some other countries. The Nepali as a people have high intelligence, are sensitive by nature, and respond happily to new education experiences if presented in a practical way.²

Even where elements of a third culture are new and came for the same purpose as Americans--technical assistance--it is not possible to accomplish much. A mere slight difference in outlook tends to complicate matters a great deal.

¹ETR 376.

²ETR 300.

While efforts in cooperation and coordination with other agencies such as UNESCO and the West German Government, have taken place in the right spirit or attitude, little has been accomplished through such efforts. The best results came about in promoting a preparatory program at the middle school level, largely through the efforts and interest of a CARE representative.

The retarding factor which minimizes desired relationships with other agencies has been partially covered before. Differences in philosophy and techniques (the approach of the German Mechanical Schools referred to above), coupled with high-level policy decisions, make effective coordination difficult on the operational level. The situation of the Nationals, who are accepting any and all assistance proffered, seems to lend itself to a somewhat chaotic state of affairs.¹

In the end, it all boils down to one basic rule, understanding. The ability to be objective, understanding, and practical will take the monkey out of man and leave him with the real self, the human being who sees others from a cultural relativistic point of view rather than a paternalistic ethnocentric one.

In my country (Iran) village public baths are pools of warm water. These pools transmit disease, and shower baths would be much more sanitary. Now without spending my time arguing about the goodness or badness of, or attacking or defending the ideas and behavior of my countrymen, you should know that they don't like to see themselves and others as naked as their innocent ancestors used to be in the jungle, and they will never retrogress, even for a few minutes in a public bath, to the way of living of prehistoric times. Because of this strong feeling men always wear something in public baths to prevent the lower part of their bodies from being seen by others. An American sanitary engineer built a public shower bath, in an Iranian village, but he didn't separate the stalls with partitions. I told him the design would not be acceptable because men would be ashamed to take off their clothes in the presence of others. He told me that they would have to accept it, because people are created alike and there is nothing to

¹ETR 1492.

be ashamed of. Although perhaps he was right in his philosophy, the villagers did not accept his doctrine and the new bath house was little used. Moreover, they joked about the bath and the new ideology of human equality.¹

Probably every technician who comes to Peru knows something of the cultural differences he will encounter--lateness in keeping appointments, the work day interrupted by siesta time, reluctance to say "no" when "yes" (sic) is the intended response, dinner at nine o'clock, driving habits which seem extremely reckless to us, and the like. That is, he may have read about them and thus know them intellectually. But only when one has lived for a considerable number of months with these customs will he be able to appreciate why they seem the only way of life for the Peruvians. Then one perhaps is able to "adjust" to them, and to stop feeling that with a little help our counterparts could, indeed should, change to our ways of behaving. At that stage, the technician may even begin to wonder if the Peruvians are² not amused by our slavish subservience to the clock!

As we examine Table 59, we find that the reactions of technical assistants to their host culture, despite all complications, is on the whole favorable. About 64 of all participants expressed favorable reactions to their host culture as compared to 50 who expressed dissatisfaction. Those in agricultural education and administration education expressed more unfavorable reactions than favorable ones, while those in teacher education and industrial education expressed more favorable reactions than unfavorable ones. The opinions of those in general education were equally divided.

¹George M. Foster, Traditional Cultures: And the Impact of Technological Change (New York: Harper and Row, 1962), pp. 180-81.

²ETR 134.

TABLE 59

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HOST COUNTRY CULTURE ACCORDING TO THE FIELD OF WORK OF THE REPORTERS

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	21	10	26	3	4	64
Problems	21	6	11	5	7	50
No Opinion	25	8	14	1	6	54
Total	67	24	51	9	17	168

TABLE 60

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HOST COUNTRY CULTURE ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	23	41	64	6	55	3	64	28	36	0	34
Problems	15	35	50	5	45	0	50	18	31	1	50
No Opinion	16	38	54	11	43	0	54	21	32	1	54
Total	54	114	168	22	143	3	168	67	99	2	168

Table 60 (Column A) shows both age groups to have more favorable reactions than unfavorable ones. Those in the lower age group expressed a higher degree of satisfaction with their host's cultural attitudes.

Table 60 (Column B) shows that despite the length of their experience in the United States, technical assistants had an almost equal reaction with a slight tendency toward being favorable.

Despite the length of experience overseas, all participants were more favorable to their host's cultural attitudes with those with less than 6 years of experience being more favorable, as we see in Table 60 (Column C).

Table 61 shows those who worked in Africa to have equally divided reactions while those who worked in the Middle East have slightly unfavorable opinions, while those who worked in Latin America and the Far East have favorable reactions.

In Table 62 we see that those who worked in the second time period are more satisfied than the rest. Those who worked in the early time period were next in satisfaction to those who came after them, while those who worked in the last time period were dissatisfied.

Government. The reactions of technical assistants to host governments is by far the most unfavorable. The unfavorable opinions totalled 63 while the favorable opinions amounted to 6. This result is easily understood if one is

TABLE 61

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH CULTURE IN THE HOST COUNTRY ACCORDING TO THE HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				
	Latin America	Far East	Middle East	Africa	Total
Prospects	21	19	16	8	64
Problems	11	13	18	8	50
No Opinion	16	10	24	4	54
Total	48	42	58	20	168

TABLE 62

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH CULTURE IN THE HOST COUNTRY ACCORDING TO THE TIME PERIOD OF SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	28	36	0	64
Problems	22	23	5	50
No Opinion	16	33	5	54
Total	66	92	10	168

aware of the length of time these governments have been in power, and their desire to protect themselves from outside influence. However, the most frequent complaints technical

assistants have about governments in underdeveloped nations are:

1. Unstable governments.
2. Frequent change of personnel.
3. The powerful influence high government officials have.

The unstability of the government is illustrated by the following examples from the Middle East and Latin America.

In the twenty-four months of this report there have been three different Ministers of Education and four Directors of Teacher Training in office. Each incoming official has had his own program, often quite different from that of his predecessor, and each incoming official has appointed new aides and assistants. These shifts have required becoming familiar with new staffs and policies about each six months.

The National Teachers College, for which AID contributed much in technical advice and equipment, was closed by an abrupt order of a Minister of Education. Although some three months (later) another school having much the same program was opened at another site, few of the States trained instructors at the former College were re-employed.

Another example of sudden, enthusiastic, unilateral action by the Ministry of Education was the establishment of the Education Corps, in this instance resulting in the closing of the regular normal schools and the curtailing of other teacher training programs.

The decision of the Mission to end its project in general education (which includes teacher training) at the close of FY 1964 and, at the same time, to emphasize industrial training further weakened efforts of the Ministry of Education for the production of competent teachers. Just how workers--or managers--without a degree of education (which must be given by teachers) are to comprehend their instructions, is beyond me.¹

To illustrate: the change of the Minister means that all work stops while the new Minister studies the Ministry and while the Directors study the new Minister. Soon

¹ETR 456.

changes are made in the directorships; the new director needs to study the problems of the division, the region, or the service bureau; the staff need time to study the new director. About the time that the new Minister has learned enough to act with knowledge and confidence, and the staff has settled down to serious implementation of plans and projects, the Minister is censured or resigns.¹

The frequent change of personnel, which is highly related to the instability of the government, is illustrated by the following two examples.

Lack of continuity of office Ministry personnel makes planning difficult. For example, during 1962, the then minister was very interested in Industrial Arts. When the Minister was changed and a new deputy was appointed, no further work was done on an Industrial Arts Program. On the other hand, the first deputy showed no interest in Secretarial Practice. During the second deputy's period of office, three girls' academic high schools added Secretarial Practice programs.

The Home Economics teacher education program was eliminated from the National Teachers College during 1962. The Home Economics branch program is under severe criticism. New leadership in the Ministry of Education is needed to put vitality into this program.²

One of the factors a technician must consider in Peru, is the frequent changes in personnel, with whom he will work. Within a period of 18 months of my work in Peru (1964-66), there have been five different Ministers of Education; and three different Directors of the Formacion Magisterial (Teacher Education). Each of these changes caused a halt in activities, reorientation to work in committees, and changes in priority of some work. Also, many second and third level personnel are shifted around, e.g., the Director of Teacher Education was transferred to Director of Secondary Education. This explains to me, why Peruvians usually want all assignments and arrangements made in writing, signed and with the official stamp. There may be several different officials in charge of the project before it can be completed.³

¹ETR 760.

²ETR 176.

³ETR 1401.

Although some indication of the free hand of the powerful high officials of the government could be seen in the second two quotations, the following quotation is really a classic.

When the planning had progressed this far, it meant that the Business College was on the brink of becoming involved in a national movement from which it would be difficult to withdraw (too many individuals were becoming interested and involved). . . . This, then, became the point of "no reutrn."

It is my opinion that the Under Secretary of Vocational Training for the Ministry of Education saw this and, for reasons of his own, caused all activities to cease. Summer in-service-training was discontinued; planning for provincial entrance examinations was discontinued; the Constitution and curriculum for secondary schools was not presented to the Ministry for approval, in fact all activities in the teacher training area were called to a halt.

The twenty-five to thirty-five young people who were supposed to be ready to graduate as teachers in June, 1961 had melted to nine doubtful candidates, and last-minute additions to the graduation requirement necessitated their remaining in school all summer in the hope of obtaining a degree. These nine eventually turned out to be only two.

Some of the reasons given for this were:

1. Only a few had accepted government aid while in training and those who did could buy their way out of the legal agreement to teach.
2. More pay was being offered by Business and the graduates were turning there for jobs.
3. That Dr. Sadiq had insisted, during his short term as Minister of Education, upon adding more courses to the teacher training curriculum thus eliminating any possibility of graduating teachers in June of 1961.

Every indication was that teacher training was not being considered as important at this point. This certainly was indicated at the beginning of the year (September 1960) when the Business College was closed for three weeks pending negotiations which brought teacher education in on a very doubtful compromise agreement and with little enthusiasm.¹

Table 63 illustrates to us that regardless of professional training almost all respondents were dissatisfied.

¹ETR 192.

TABLE 63

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HOST COUNTRY GOVERNMENT ACCORDING TO THE FIELD OF WORK OF THE REPORTER

Reactions	Field of Work					Total
	General Ed.	Industrial Ed.	Teacher Ed.	Administration Ed.	Agricultural Ed.	
Prospects	1	1	2	0	2	6
Problems	29	11	20	2	6	63
No Opinion	42	12	29	7	9	99
Total	67	24	51	9	17	168

TABLE 64

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH HOST COUNTRY GOVERNMENT ACCORDING TO THE AGE, PREVIOUS U.S. EXPERIENCE, AND PREVIOUS OVERSEAS EXPERIENCE OF THE REPORTERS

Reactions	A/ Age			B/ U.S. Experience				C/ Overseas Experience			
	<50	>50	Total	<10	>10	None	Total	<6	>6	None	Total
	yrs	yrs		yrs	yrs			yrs	yrs		
Prospects	3	3	6	0	6	0	6	2	4	0	6
Problems	21	42	63	10	51	2	63	26	36	1	63
No Opinion	30	69	99	12	86	1	99	39	59	1	99
Total	54	114	168	22	143	3	168	67	99	2	168

The same applied to Tables 64 (Column A) and 64 (Column B), where age groups and U.S. experience groups gave similar reactions. Table 64 (Column C) shows that those with overseas experience expressed more unfavorable than favorable reactions toward host governments. In Table 65, 22 of those who worked in Latin America expressed unfavorable reactions, while those who worked in the Far East and the Middle East expressed 15 and 18 unfavorable reactions respectively. Those who worked in Africa expressed 8 unfavorable reactions to their hosts, with no favorable reactions at all. Table 66 shows those who worked in the early period to be more dissatisfied than those who worked in the second time period.

TABLE 65

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND PROSPECTS DEALING WITH GOVERNMENT IN THE HOST COUNTRY ACCORDING TO THE HOST COUNTRY OF THE REPORTERS

Reactions	Host Country				Total
	Latin America	Far East	Middle East	Africa	
Prospects	2	2	2	0	6
Problems	22	15	18	8	63
No Opinion	24	25	38	12	99
Total	48	42	58	20	168

TABLE 66

THE FREQUENCY OF REPORT-IDENTIFIED PROBLEMS AND
 PROSPECTS DEALING WITH GOVERNMENT IN THE HOST
 COUNTRY ACCORDING TO THE TIME PERIOD OF
 SERVICE OF THE REPORTERS

Reactions	Time Period			Total
	Before 1962	1963-1966	1967-1970	
Prospects	1	5	0	6
Problems	28	32	3	63
No Opinion	37	55	7	99
Total	66	92	10	168

CHAPTER V

CONCLUSION

Technological development programs proceed more smoothly and are more successful when the cultural patterns of the participating peoples, the values and motivations of the innovators, and the social dynamics of the project setting are understood and utilized in planning and operations.¹

The analysis of the data seems to indicate that all those who attempt to participate in cross-cultural efforts aimed at changing some aspects of culture should follow the criteria outlined below if they are to achieve any appreciable measure of success. The utilization of such criteria for any one particular situation is highly dependent on the ability of each participant to change and modify his approach to fit that situation, and to convince his host of his good intentions and the contribution he is able to make.

The following criteria are considered basic to the success of any participant in any cross-cultural communication program.

¹George M. Foster, Traditional Cultures: And the Impact of Technological Change (New York: Harper and Row, 1962), pp. 180-81.

Language. The emphasis on the need for proficiency in the language of the host was encountered in most of the reports used. Many participants have pointed out the need for full command of a language to the point of fulfilling all communications needed by the technical assistant and his host. Since such a degree of knowledge of a foreign language is difficult without long laborious effort, it is most important to plan for better foreign language training in the public school system and in college. Two major foreign languages, namely Spanish and French, provide an English speaking person with language facility in most underdeveloped countries. These two languages, along with English, provide all that is needed for preliminary communications until an individual learns a local language if needed. Besides, most officials in underdeveloped countries have proficiency in one of the three major languages mentioned above.

A basic orientation to other cultures and the social sciences. The awareness of an individual of the cultural differences from place to place, country to country, or continent to continent, is necessary if that individual is to be able to tolerate such differences. The awareness constitutes a preconditioning to difficulties which might take place. Such a preconditioning, no doubt, makes it easier to get along in difficult circumstances. With the help of some ingenuity and foresight,

it might even provide some means to bypass or overcome those difficulties, thus providing a smoother interaction between the outsider and his host environment.

A general training in the social sciences, especially anthropology, sociology and psychology, could undoubtedly provide the best means for understanding and tolerating other cultures. Such training also may provide enough social awareness to provide for tolerance of unpredictable social problems.

Professional competence. The professional competence an individual has in his field may help provide the necessary appreciation by his host, thus making communication much easier. After all, if an individual can prove to be capable of providing the genuine help his host needs, there is no doubt that he will be appreciated.

Adequate administrative procedures. The breakdown of the lines of communication between those in the field and the administrative staff in the higher offices is often mentioned as the reason behind many of the difficulties encountered in cross-cultural activities. In fact, such conditions prevail in most cases where the bureaucratic structure is inadequate. For this reason it is most important to provide better means of communicating the needs of those at the operational level to those at the Ministry or United States Overseas Mission headquarters. Such difficulty

can easily be reduced if not overcome by making it mandatory for administrators to spend a minimum time on the site periodically, in order to keep in touch with the needs of those in the field. Another alternative is the rotation of some administrative staff between field operations and headquarters, thus providing a continuity of awareness of the needs of those in the field by those in the main office.

Tolerance and understanding of others and other cultures. A basic degree of tolerance of others and other cultures, despite the conflicts which may exist between the values others and other cultures have is necessary if harmony is to prevail. Where one or the other puts more emphasis on his values, conflict is sure to arise and the gap certainly will get wider rather than narrower. The basic need here is the emphasis that all cultures and individuals are worthy and valid within their own physical environment and therefore will have to be accepted as they are. Any attempt to change the culture will have to be by mutual consent of all concerned and at a pace all approved.

By accepting such principles one develops a state of mind wherein all newly encountered phenomenon are accepted at face value first and modified later when and where possible. Therefore, the individual is hardly offended when he encounters certain practices that he

always considered tabu, as basic everyday occurrences in his new environment.

Patience and confidence. The aforementioned tolerance and understanding of other cultures provides the basis for patience needed when frustrating circumstances arise. Without that a person may rush in to counter measures without due thought and proper preparation, thus causing inconvenience and possible failure of a major objective. This is a basic guard against miscalculations which are more likely to occur under hardship, especially when one runs against what may seem to him to be unreasonable obstacles. What seem like difficulties to the technical assistant may be simply basic, good, and even essential elements of the host culture.

Disassociation from politics. Many of the problems encountered in dealing with the governments of the host countries come about as a result of mistrust of the desires and fear of the intentions of a major power. Some of this was already pointed out in Chapter IV. For this reason, and if technical assistance is meant to do what it is intended to do, it should be as widely separated from the political machinery of the U.S. government as possible. The channeling of AID's activities through the United Nations or any international organization utilizing American citizens first, might be the solution. By following this course, I believe that the returns to the U.S.

in terms of good will and moral influence might be many times over what it is now. My experience with the International Red Cross and the United Nations convince me of this.

By attaching the AID program to an international organization it is hoped that the following favorable results will be achieved. First, the fact that the American technician is working under the direction of a new, internationally oriented organization, with some international personnel, is inducive to a change in outlook on the part of the technical assistant. His orientation will not be as strongly American as it would be if he were sent by an agency of the State Department. This will automatically reduce the chances for cultural conflict by reducing the emphasis on the American aspect and emphasizing the universal humanitarian aspect. It will bring about the needed orientation toward world citizenry with all its implications of openmindedness, tolerance, and better identification with others. Second, the association of the technical assistant with international personnel with similar or superior qualifications is bound to temper feelings of superiority and overconfidence. Third, the new bureaucratic structure will hopefully reduce the tensions brought about by the use of American administrative and organizational methods where they are not practical, as mentioned in Chapter IV.

Fourth, it is hoped that relief will be created by eliminating the need for quick results to be able to report about and satisfy the political machinery at home. Fifth, such a move will hopefully constitute a major step toward a more coordinated technical assistance program, especially if it set an example for other nations, like Britain, Germany, Japan and some of the less active European nations. If and when this comes about, the coordinated efforts in this field will no doubt bring far better results for the contributors and the benefactors.

APPENDIX A

A LISTING OF ALL THE REPORTS USED IN THIS STUDY,
ARRANGED IN THE SAME ORDER AS THEY APPEAR IN
THE ORIGINAL FILES AT THE STATE
DEPARTMENT'S MATERIAL CENTER

LIST OF REPORTS

Serial No.	Report Ref. No.	Author's Initials	Year	Host Country
1	1222	L.A.	1967	Ecuador
2	2097	A.I.A.	1964	S. Vietnam
3	193	L.M.A.	1964	Liberia
4	1492	A.R.A.	1964	Afghanistan
5	1021	A.R.A.	1961	Jordan
6	81	C.D.A.	1961	Turkey
7	2193	C.D.A.	1964	Turkey
8	1192	C.D.A.	1966	Turkey
9	740	C.E.A.	1961	Brazil
10	64	D.A.A.	1961	Brazil
11	148	M.C.A.	1965	S. Vietnam
12	1717	G.W.A.	1961	Turkey
13	685	H.R.A.	1969	India
14	200	W.D.F.B.	1965	Africa
15	299	J.A.B.	1965	Jordan
16	1085	J.A.B.	1963	Jordan
17	765	J.A.B.	1962	Turkey
18	61	N.J.B.	1961	Honduras
19	739	R.B.	1961	Brazil
20	185	A.E.B.	1963	Guatemala
21	476	D.H.B.	1962	Liberia
22	2150	A.S.B.	1963	Brazil
23	170	M.B.	1964	Indonesia
24	459	B.D.B.	1959	Iran
25	953	W.A.B.	1964	Liberia
26	7	J.B.B.	1965	Mali
27	782	W.B.B.	1965	Nigeria
28	680	R.B.	1964	Brazil
29	300	L.B.	1962	Nepal
30	88	R.L.B.	1961	Ecuador

Serial No.	Report Ref. No.	Author's Initials	Year	Host Country
31	1051	R.L.B.	1964	Ecuador
32	585	B.B.	1963	Colombia
33	255	G.M.B.	1962	Libya
34	134	M.R.B.	1965	Peru
35	1038	J.F.C.	1961	Jordan
36	700	J.F.C.	1963	Jordan
37	1668	P.C.	1968	Nigeria
38	570	W.E.C.	1963	Rhodesia
39	898	P.C.C.	1961	Colombia
40	176	A.J.C.	1964	Iran
41	3728	T.C.C.	1963	S. Vietnam
42	879	V.C.	1959	Libya
43	526	J.C.C.	1962	Haiti
44	138	A.J.K.C.	1964	Honduras
45	1377	J.C.M.	1962	Korea
46	138	C.R.C.	1961	S. Vietnam
47	3122	A.C.	1961	Thailand
48	927	J.G.C.	1963	Colombia
49	688	E.M.C.	1962	Thailand
50	291	A.C.G.	1965	Colombia
51	439	R.G.D.	1960	Nicaragua
52	225	G.H.D.	1962	Guatemala
53	1578	C.H.D.	1963	Brazil
54	1749	V.D.S.	1964	Colombia
55	64	D.C.D.	1963	Thailand
56	51	J.E.	1964	Turkey
57	723	E.E.	1964	Chile
58	1390	T.E.	1961	Sudan
59	136	L.R.E.	1963	Ethiopia
60	421	L.M.E.	1963	Cambodia
61	481	L.E.	1964	Trinidad
62	43	L.C.E.	1962	Brazil

Serial No.	Report Ref. No.	Author's Initials	Year	Host Country
63	500	R.B.E.	1965	Nigeria
64	77	L.C.F.	1960	Dominican Rep.
65	236	M.L.F.	1961	Libya
66	760	R.R.F.	1968	Peru
67	680	W.A.F.	1963	Libya
68	217	D.M.F.	1962	India
69	692	C.C.F.	1962	Sudan
70	402	R.E.F.	1964	Iran
71	994	J.O.G.	1964	Tunisia
72	8	S.B.G.	1960	Philippines
73	182	A.R.G.	1961	Laos
74	1015	L.A.G.	1963	San Salvador
75	48	G.S.G.	1961	Sudan
76	711	J.B.G.	1963	Liberia
77	203	D.L.G.	1967	Somali
78	1402	A.G.	1964	Colombia
79	1885	E.K.G.	1966	S. Vietnam
80	1128	E.K.G.	1965	Turkey
81	110	H.E.G.	1961	Jordan
82	526	M.L.G.	1964	Nicaragua
83	349	J.L.H.	1962	Nepal
84	507	J.A.H.	1964	Rhodesia
85	208	J.A.H.	1961	Bolivia
86	987	R.H.H.	1965	S. Vietnam
87	1586	G.S.H.	1965	S. Vietnam
88	Ter. Rep.	D.G.H.	1967	Turkey
89	4051	A.O.H.	1963	Pakistan
90	1201	L.P.H.	1963	Liberia
91	1019	E.H.	1961	Colombia
92	468	R.G.H.	1963	Liberia
93	245	S.C.H.	1963	S. Vietnam
94	441	L.H.H.	1963	Brazil
95	Ter. Rep.	J.M.H.	1960	Jordan

Serial No.	Report Ref. No.	Author's Initials	Year	Host Country
96	457	F.H.	1961	Libya
97	559	W.S.H.	1961	Turkey
98	2496	A.B.H.	1961	Thailand
99	1002	D.W.H.	1962	Thailand
100	1050	L.D.H.	1966	Iran
101	9	L.D.H.	1964	Iran
102	269	C.T.	1960	Dominican Rep.
103	564	B.H.J.	1962	Korea
104	565	A.R.J.	1963	Cambodia
105	2354	E.W.J.	1961	Turkey
106	173	R.G.J.	1963	Thailand
107	990	R.P.J.	1962	S. Vietnam
108	1163	R.E.J.	1963	Libya
109	2649	R.E.J.	1961	Iran
110	214	W.S.K.	1964	Korea
111	2263	H.K.	1963	India
112	1824	J.J.K.	1964	Brazil
113	50	E.S.K.	1965	Chile
114	1604	T.K.	1968	Nigeria
115	465	E.A.K.	1962	Haiti
116	28	K.C.K.	1966	Guatemala
117	3446	K.S.K.	1964	Pakistan
118	25	G.E.K.	1966	Ecuador
119	541	H.K.	1964	Congo
120	1350	H.K.*	1961	Thailand
121	1846	H.K.*	1964	Thailand
122	2287	R.L.	1965	S. Vietnam
123	1149	R.L.	1964	Ethiopia
124	738	J.D.L.	1963	Rhodesia
125	626	S.L.	1963	Haiti
126	1226	J.L.	1963	Iran
127	1148	D.L.	1964	Ethiopia
128	828	H.L.	1962	Thailand
129	435	T.L.	1966	Guatemala

Serial No.	Report Ref. No.	Author's Initials	Year	Host Country
130	337	W.L.	1963	Sudan
131	456	D.McA.	1964	Iran
132	358	G.McC.	1965	S. Vietnam
133	2136	G.McC.	1964	Thailand
134	928	E.M.	1961	Panama
135	151	C.M.	1961	Tunisia
136	570	A.V.M.	1963	Afghanistan
137	1881	F.M.	1962	Brazil
138	199	F.M.*	1963	Honduras
139	386	J.S.M.	1965	Nigeria
140	923	H.H.M.	1964	Turkey
141	1525	J.D.M.	1966	Korea
142	2383	R.M.	1961	Philippines
143	193	M.N.	1963	Rhodesia
144	31	F.M.**	1965	Iran
145	1357	L.N.	1964	Colombia
146	154	G.N.	1962	Jordan
147	178	J.O.	1961	Indonesia
148	1665	R.O.	1962	Brazil
149	1660	H.O.	1964	Iran
150	731	L.P.	1966	Korea
151	845	L.P.	1965	Korea
152	321	L.P.	1962	Philippines
153	665	L.P.*	1964	Brazil
154	272	D.P.	1963	Puerto Rico
155	3818	E.M.P.	1963	S. Vietnam
156	1734	G.O.P.	1962	S. Vietnam
157	371	N.P.	1959	Iran
158	708	O.P.	1961	Honduras
159	767	A.P.	1964	Turkey
160	244	S.R.	1960	Ecuador
161	414	A.J.R.	1961	Sudan
162	46	J.R.	1961	Brazil

Serial No.	Report Ref. No.	Author's Initials	Year	Host Country
163	587	H.R.	1963	Haiti
164	2738	G.R.	1961	Thailand
165	1193	F.R.	1964	S. Vietnam
166	897	C.E.R.	1961	Colombia
167	33	A.A.R.	1961	Thailand
168	2259	C.R.	1965	S. Vietnam
169	890	C.R.	1963	Thailand
170	2576	F.R.*	1961	Iran
171	2200	R.K.R.	1964	Turkey
172	1384	J.R.	1964	Philippines
173	264	R.E.R.	1962	Jordan
174	2212	W.P.S.	1961	Indonesia
175	213	G.D.S.	1963	Honduras
176	1703	L.H.S.	1966	Nigeria
177	50	H.H.S.	1962	Jordan
178	192	M.A.S.	1962	Iran
179	1048	F.T.S.	1961	Thailand
180	2671	W.M.S.	1965	S. Vietnam
181	2369	W.M.S.	1963	S. Vietnam
182	794	J.D.S.	1966	Afghanistan
183	595	J.D.S.	1963	Afghanistan
184	2444	R.J.S.	1965	S. Vietnam
185	1026	R.M.S.Jr.	1963	Costa Rica
186	1067	R.M.S.	1963	Liberia
187	91	W.J.S.	1966	Nigeria
188	3	M.F.S.	1962	Nepal
189	157	R.K.S.	1962	Libya
190	1045	J.B.S.	1963	Libya
191	232	M.A.S.	1962	Peru
192	526	D.C.T.	1967	Nigeria
193	376	E.H.T.	1965	Malawi
194	1723	T.S.T.	1962	Thailand

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195	282	W.F.U.	1962	Nicaragua
196	1045	G.V.A.	1964	Puerto Rico
197	1143	F.H.V.	1960	Far East
198	903	F.H.V.	1963	Philippines
199	932	V.R.W.	1967	Nigeria
200	1525	H.K.W.	1962	S. Vietnam
201	623	H.K.W.	1964	S. Vietnam
202	2060	G.A.D.	1963	India
203	1974	J.G.W.	1963	Colombia
204	Ter. Rep.	K.H.W.	1968	Afghanistan
205	99	D.E.W.	1961	Turkey
206	506	J.B.W.	1962	Nigeria
207	162	F.J.W.	1964	Jordan
208	390	C.R.W.	1961	Libya
209	285	E.L.W.	1961	Iran
210	990	H.W.	1961	Nepal
211	962	J.D.W.	1963	Sudan
212	409	J.F.Z.	1966	Nigeria
213	1401	L.P.Y.	1966	Peru

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