Organizational Commitment and Organizational Control: the Latin American Projects in Education

Ambrosio Jose Ortega
THE UNIVERSITY OF NEW MEXICO
ALBUQUERQUE, NEW MEXICO 87106

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Ambrosio José Ortega
Candidate

Department of Educational Administration
Department

Dean

October 17, 1973
Date

Committee

Chairman
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BY

AMBROSIO JOSE ORTEGA
B. A., University of New Mexico, 1957
M. A., University of New Mexico, 1960

DISSEPTION

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BY
AMBROSIO JOSE ORTEGA

ABSTRACT OF DISSERTATION
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ORGANIZATIONAL COMMITMENT AND ORGANIZATIONAL CONTROL:
THE LATIN AMERICAN PROJECTS IN EDUCATION

Ambrosio J. Ortega, Ph. D.
College of Education, Educational Administration
The University of New Mexico, September, 1973

The purpose of this study was to present an historical account of the University of New Mexico's involvement in technical assistance programs in Latin America but focusing on the Ecuador Primary Education Loan Contract; the Ecuador Project was selected as the model to examine because it contains all the components found in other projects—long-term technicians, short-term consultants, and participant training. This study is the first comprehensive and detailed historical account of the University of New Mexico's technical assistance efforts in Latin America.

The researcher, by means of historical research, has traced UNM's involvement in technical assistance projects in Latin America from January 1965 to the present time. Data were developed from contracts, official correspondence, records, files, and personal interviews with key individuals who were directly involved in the planning and implementation phases of the contracts. The major questions used as guidelines for the study were: 1) What organizational commitments has the University of New Mexico made as a result of its involvement in educational projects in Latin America, particularly Ecuador? 2) What organizational controls have emerged as the University of New Mexico continued to participate in these
projects? 3) What have been the anticipated and/or the unanticipated consequences of these organizational commitments and organizational controls? 4) Have these consequences been functional or dysfunctional to the University's operations on campus and in Latin America?

A detailed account of the pre-contract negotiations for the Ecuador Primary Education Loan Contract was presented to provide a chronological development of the Contract and to identify organizational commitments made by the University. The commitments and controls were identified and analyzed. In each case where a commitment was identified a brief sketch of organizational actions and personalities involved was presented to provide the background information. The commitment was examined in terms of human resources required, the funding source, the pertinent organizational controls, and the resultant consequences.

The study revealed that the Latin American Projects in Education will have generated approximately three million dollars in funds by the end of 1973; that UNM could not have staffed any of its projects overseas had it not hired non-UNM bilingual technicians and consultants; that UNM has consistently recruited for specific skills required for its overseas activities but that there is not, in most cases, an organizational need for these skills when the technician returns from abroad; that many of the Spanish-surname faculty presently in the College of Education would not have been hired at UNM had they not entered through the Latin American Projects; that UNM has subsidized the projects for relatively long periods
until a contract is signed; that it has provided the required space allocation for an effective operation of the projects; and finally that UNM tends to apply the same controls and regulations to its oversea operations as it does to its on-campus activities.
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CHAPTER I

INTRODUCTION

For several decades the United States has been involved in international education. Initially this movement began with some religious groups working in China, Japan, and the Near East. The post Civil War era saw an accretion in the religious and educational activities overseas. The schools and universities which were started by the religious groups were American in all respects except for the student enrollment which was native to the country. Many of the students trained in these schools later came to study in private universities in the United States.¹

The advent of World War II and the shift of the locus of world power and responsibility thrust the United States into the arena of world affairs. Neither the United States government or its people were prepared for this shift. The developing nations of the world began looking to the United States for guidance and technical assistance. Americans responded with such activities as the Marshall Plan, North Atlantic Treaty Organization (NATO), South East Asia Treaty Organization (SEATO), the International Cooperation Adminis-

tration (ICA), United States Information Agency (USIA), Food for Peace, Alliance for Progress, the Peace Corps, and many others. The United States Congress funded many of these activities and programs through its appropriations for the Foreign Aid Bill.

The Government sought help from institutions of higher learning as it attempted to implement many of these activities. These institutions, like the Government, initially were not prepared to enter the arena of world affairs. "It could be said in retrospect that universities, in the beginning, responded to specific requests and released only individual staff members who 'volunteered.' Young aggressive professors were desirous of tenure and promotion at home and seldom volunteered."² Because of this, ICA, and later AID, supported many older professors overseas for two or four years. "Some were effective; others most ineffective. Knowing the language of the host country was never a criterion for selection."³ The universities gradually tooled up for the task at hand. During the past two decades these institutions of higher learning have become increasingly involved in international education activities through contractual arrangements with the U. S. Government and more recently directly with foreign governments and UNESCO. These contractual arrangements vary in scope, configuration, size and objectives depending on the

²Statement by Dr. Miles Zintz, personal interview, January 24, 1973. Permission to quote secured.

³Ibid.
needs of the foreign government involved. Some contracts require that the university send technicians to the host country on long-term assignments (normally two-year tours). Within the same contract there may be a requirement for short-term assignments. Many of the contracts provide for the training of nationals in groups on the university campus. These training periods vary from two months to one year.

The University of New Mexico was one of the many institutions which became involved in international education programs. Its first contract was effected in 1965.

STATEMENT OF THE PROBLEM

The purpose of this study was to present an historical account of the University of New Mexico's involvement in technical assistance programs in Latin America but focusing on the Ecuador Primary Education Loan Project. Some of the major questions used as guidelines for this study were as follows:

1. What organizational commitments has UNM made as a result of its involvement in educational projects in Latin America, particularly in Ecuador?

2. What kinds of organizational controls have emerged as the University of New Mexico continued to participate in the Ecuador Project?

3. What have been the anticipated consequences of these commitments and controls?
4. What have been the **unanticipated consequences** of these commitments and controls?

5. Have these consequences been **functional** or **dys-functional** to the University of New Mexico's operations on campus and in Latin America?

**Delimitation**

Because there are several organizational structures external to the University involved in the overall operation of the Latin American Projects in Education—the Agency for International Development, the various Ministries of Education and the USAID Missions in the host countries—this study was limited to the interactions between the Latin American Projects in Education and the University of New Mexico organizational structure. The other organizational structures mentioned above were included only as they related specifically to a problem or issue within the parameters of the study.

**Significance of the Study**

Up to the present time data were not available in an organized and usable form about the University of New Mexico's Latin American Projects in Education and this sub-unit's operations south of the border. There was a scarcity of information useful for decision-making related to the organizational commitment and organizational control of this sub-unit of the College of Education.

This study is the first comprehensive and detailed
historical account of the University of New Mexico's technical assistance efforts in Latin America. The consequences, functions and dysfunctions of organizational commitment and organizational control can provide guidelines for other universities who presently have projects, or anticipate having projects in Latin America in the area of education. The study will also serve as a tool for the University of New Mexico to evaluate and improve its services to its clients in Latin America. Additionally, it will be useful as a source of information to the New Mexico community which is interested in learning more about the University of New Mexico's work in Latin America.

DEFINITION OF TERMS

Most of the technical terms used in this study have been defined in context. However there are some terms which are peculiar to technical assistance contracts and these terms are given here.

**Host Country** means the country in which the University of New Mexico has a project. **Technician** means a University of New Mexico staff member employed to render services in a host country, and **Campus Director** is the University of New Mexico staff member who is responsible for coordinating the activities carried out by the University of New Mexico in the host country with those carried out on campus.

**Chief of Party** is the University of New Mexico staff member in a host country who is responsible for supervision of all duties undertaken by the University of New Mexico in the host country.
Participants are nationals of the host country brought to the University of New Mexico for study and training. The terms AID and USAID are many times used interchangeably. For purpose of clarification these two terms are defined in their proper sense. AID means the Agency for International Development, a branch of the Department of State, with its main office in Washington, D. C. USAID means the United States AID Mission in the host country.

MOE means the Ministry of Education in the host country. The use of the term organizational contract means the contractual document signed by AID/UNM/MOE; depending on which unit contracts with UNM to carry out the task requirements of the agreement.

Contractor means the University of New Mexico. Contracting Officer refers to the AID/Washington Contracts Officer. Point IV is the name given to the USAID Mission and its programs in many of the host countries. 4

METHODS OF PROCEDURE

The writer, by means of historical research, has traced UNM's involvement in technical assistance projects in Latin America from January 1, 1965, when the University of New Mexico entered

4"In his inaugural address on January 20, 1949, President Harry Truman gave voice to the policies that were to guide the U. S. through the awesome responsibilities thrust upon the country by victory in World War II. Point IV of Mr. Truman's declaration was a program to help people of the underdeveloped third of the world help themselves." (Quoted from The University Looks Abroad: Approaches to World Affairs at Six American Universities, (New York: Walker and Company, 1965), p. 49.)
into its first participant training agreement with USAID/Paraguay, to the present time.

The contracts are all basically the same in terms of general provisions. They all follow the operational guidelines outlined in a document entitled "Appendix A, Standard Provisions of University Contract" published by AID in 1965. This document is commonly referred to as the "boilerplate." Individual contracts then, vary basically only in terms of "the scope of work" contained within each contract. Even when the contract is directly between a host country and UNM the provisions of the boilerplate are adhered to tenaciously by the host country government because the boilerplate is used as a model. The main difference then, between an AID type contract and a host country/UNM type contract, is that the university and its technicians lose many of the fringe benefits that are inherent in the former and conspicuously absent in the latter.

UNM has had contracts with AID in Paraguay, Ecuador, Colombia, Bolivia, and Brazil. UNM has also signed contracts directly with the Government of Brazil and the Government of Paraguay.

The researcher has chosen the Ecuador Primary Education Loan Contract for this in-depth study because it contains enough elements to make it a good model. First, under the terms of this contract UNM has had a field team in Ecuador continuously since 1966 and has sent dozens of professionals on short term assignments to the host country. Second, this contract has been the longest, continuous, project for the University of New Mexico. Third, several
groups of Ecuadorian Nationals have studied on the UNM campus throughout the life of the contract. These three general factors have generated a wealth of data which can be used for the purpose of this study.

Development of Data

Much of the relevant data already existed in the form of official correspondence, records, files, contracts, and amendments. There was ample evidence to show that nearly all data related to the study had survived. There was a direct and deliberate selection of specific elements of the population of the documents. In general, all contracts signed between UNM and/or the MOE, include the following sections: "Operational Plan", "Approved Budget", and "Special Provisions". The researcher examined these sections of the contracts to obtain the data necessary to write the historical account of the Ecuador Primary Education Loan Contract. All documents directly related to said contracts--memoranda, personal contracts, letters, and informal notes--and which yielded pertinent data connected with organizational commitment and organizational control were selected for review and interpretation.

Data which were not recorded were collected by conducting a retrospective survey. Fox (1969) describes this type of survey as follows: "Note then that historical research is based upon the analysis of data which were actually created in the period under study. In contrast the retrospective survey is based upon the analysis of data collected at some time after the period or event
under study.”

Here again there was a direct and deliberate selection of the respondents. These respondents were selected because of their first-hand knowledge of the Latin American Projects in Education and because they were involved in the planning, implementation, and administration phases of the projects. The initial sample of respondents included Drs. Zintz, Travelstead, Aragón, Lawrence, Angel and Blood.

The researcher has first-hand knowledge of the history of the Latin American Projects in Education. He was appointed Chief of Party for the University of New Mexico’s Ecuador Field Team in July, 1968. He held that position for two years until he returned to the UNM campus to serve as assistant, associate and acting director respectively from 1970 to the present time. During this period he has become familiar with all phases of the operation.

The questioning method was used as a data-collection method and not as a process; as a method the essential purpose is information seeking. In contrast, when used as a process the researcher’s interest is not in the answer per se but rather in using the answer obtained to provide a basis for some estimate of, or inference about, a personal characteristic of the respondent.


\[6\] Ibid., p. 524.
of the personal interaction type--face-to-face, one-to-one relationship--between the researcher and the respondent.

Some of the interviews were tape recorded and later transcribed.

Organization of the Remainder of the Study

Literature related to the theoretical constructs for the study--organizational commitment; anticipated and unanticipated consequences (manifest and latent functions); and organizational control--is reviewed in Chapter II. A chronology of the Ecuador Primary Education Loan Contract is given in Chapter III. UNM commitments and controls are identified and analyzed in Chapter IV. The findings and recommendations are treated in Chapter V.
CHAPTER II

THEORETICAL CONSTRUCTS FOR AN ANALYSIS OF
UNM'S LATIN AMERICAN PROJECTS IN EDUCATION

This chapter deals with the major theoretical constructs examined for the study and analysis of the University of New Mexico's (UNM) Latin American Projects in Education, and more specifically, the Ecuador Primary Education Loan Project——(1) organizational commitment, (2) anticipated and unanticipated consequences (manifest and latent functions), and (3) organizational control.

In 1965, Frank Angel, professor at the University of New Mexico's College of Education (COE), launched UNM on a line of action, generating consequences which defined a sphere of interest and responsibility.

Travelstead (1965), then Dean of the College of Education at UNM, wrote about this venture as follows:

One of the most unique and significant special projects carried on during the year in this College has been the preparation program for Paraguayan students. Starting in January, 1965 we have had 32 elementary teachers from Paraguay here for a one-year's concentrated program conducted in Spanish. When these carefully selected teachers return to their own country, they will become teachers in newly established normal schools where elementary teachers from Paraguayan schools will be prepared. We have been requested by AID and Paraguayan officials to take another group beginning in January, 1966, and it is our present intention to continue this program for another year.1

1Annual Reports: College of Education (University of New Mexico, Albuquerque), June 30, 1965, p. 4.
In order to determine whether or not UNM really had a commitment to its work in Latin America or if it was merely satisfying a few adventurous professors there is a need to examine the kinds of actions which took place.

Selznick (1966) had this to say on the subject:

Though official statements and theories are important, an undue concentration upon what men say diverts attention from what they do. This is especially true with respect to the methods utilized in the execution of a program, for these are particularly difficult to view realistically. It is often sufficiently troublesome to attain a clear picture of the formal, stated methods in use, without pressing inquiry as to the less obvious but vital informal behavior of key participants. Yet it is precisely into the realm of actual behavior and its significance for evolving structures and values that we must move if this kind of inquiry is to realize its possibilities.²

Organizational Commitment

Krathwohl, Bloom and Masia (1965) identify four characteristics of individual commitment in the Affective Domain of The Taxonomy of Educational Objectives. Three of these characteristics are applicable to organizational commitment as well. The authors suggest that the following types of actions should be sought by the evaluator when testing for commitment:

1. The valuing of an object or phenomenon endures over a period of time. Commitment is never a momentary or occasional enthusiasm or passion which is here today and gone tomorrow or next week, to be replaced by another temporary passion. . . .

2. The holding of the value over an extended period of time is not in itself sufficient evidence of a commitment to it. There must also be a considerable investment of energy in the object or phenomenon that is valued.

3. There should be actions in behalf of the value, belief, or sentiment - actions which by their very nature imply a commitment.³

Lane and his colleagues (1969) assert that:

The concept of commitment is also useful for the analysis of power, which, . . . is a function of the number of available alternatives. Every major commitment consumes one or more alternatives by binding the organization to an irrevocable line of action. Moreover every decision creates still other commitments, ones that are often unforeseen. Informal commitments usually accompany the formal ones. The concept of commitment, then, implies a strategy of organization as well as individuals. The act of commitment is potentially an act of change which may eventually affect the organization's structure and goals.⁴

When UNM first granted leave to Dr. Frank Angel in 1959 to serve as a consultant to the Point IV program in Honduras, it may have thought that its involvement would be a limited one. Selznick (1966) argues:

Democracy as method. . . represents processes of decision. Decision, however, demands only the partial consent of the participants, who are involved only obliquely. . . . But the execution of decision is a matter of action, which tends to involve the participants as wholes. . . . while the choice of a given course of action may


be conceived of as involving the individual or group only to a limited degree, in fact there is a tendency for circumstances to demand more extensive involvement. Organizational action, once initiated, tends to push onward, so that the initiator may be enmeshed in new relationships and demands beyond his original intention.  

Selznick says that:

... here again the key word is 'commitment'. Every executive knows that the initiation of a new course of action is a serious matter precisely because of the risk involved that the establishment of precedents, of new machinery and new relationships, the generation of new and complex interests may make greater demands upon his organization that he can presently foresee. The problem is not one of inner impulse, but rather of the structural forces which summon action and constrain decision.

Earlier Selznick (1957) had studied organizational commitment in the military and he made these observations:

In defining the mission of the organization, leaders must take account of (1) the internal state of the polity: the strivings, inhibitions, and competences that exist within the organization; and (2) the external expectations that determine what must be sought or achieved if the institution is to survive.

He examines these two phases in more detail: internal commitments are involved with the need to set goals with an eye to the capabilities of the organization and to the irrepressible demands of forces within it. ... In addition to internal concerns, 'institutional

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5 Selznick, op. cit., p. 70.

6 Ibid., pp. 70-71.

commitments' also include such externally set goals as must be accepted if significant deprivations are to be avoided. 8

Selznick continues to expound on commitment by listing the types of commitment in organizational behavior which identify the conditions under which a high frequency of unanticipated consequences may be expected to occur:

i) **Commitments enforced by uniquely organizational imperatives.**—... once having taken the organizational road we are committed to action which will fulfill the requirements of order, discipline, unity, defense, and consent.

ii) **Commitments enforced by the social character of the personnel.**—The human tools of action come to an organization shaped in a special but systematic way. ... Thus, in recruiting, failure to take into account initial commitments induced by special origins will create a situation favorable to the generation of unanticipated consequences.

iii) **Commitments enforced by institutionalization.**—... Commitment to established patterns is generated, thus again restricting choice and enforcing special lines of conduct.

iv) **Commitments enforced by the social and cultural environment.**—... Thus intervention in a situation charged with conflict will mean that contending forces will weigh the consequences of that intervention for their own battle lines.

v) **Commitments enforced by the centers of interest generated in the course of action.**—The organizational process continuously generates subordinate and allied groupings whose leadership come alive to have a stake in the organizational status quo. ... the lack of effective control over the tangential informal goals of individuals and subgroups within an organization tends to divert it from its initial path. 9

Selznick avers that the types of commitments listed above

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8 Ibid., pp. 68-72.

"creates persistent tensions or dilemmas", that "they set the problems of decision and control." He adds that, "Operationally, a breakdown of control is evidenced in the generation of observable unanticipated consequences."  

Selznick (1966) says:

The meaning of an act may be spelled out in its consequences, and these are not the same as the factors which called it into being. The meaning of any given administrative policy will thus require an excursion into the realm of its effects. . . . Hence the search for meanings may seem to go rather far afield, from the viewpoint of those concerned only with the formal program.  

He contends that there is an obvious and familiar sense in which consequences are related to action and that the articulation of means and ends demands that we weigh the consequences of alternative courses of action. Here consequences are anticipated. But it is the primary function of sociological inquiry to uncover systematically the sources of unanticipated consequences in purposive action.  

Anticipated and Unanticipated Consequences

A rather detailed look at the unanticipated consequences of social action was undertaken by Merton (1966). Merton concerned

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10 Ibid., p. 258.

11 Ibid., p. 253.

12 Ibid., p. 254.
himself with "conduct" as distinct from "behavior", that is, "with action which involves motives and consequently a choice between various alternatives."\textsuperscript{13} He differentiates between two types of action "(a) unorganized and (b) formally organized," and points out that the first type refers to actions of individuals considered distributively out of which may grow the second when like-minded individuals form an association in order to achieve a common purpose. He adds that unanticipated consequences may follow both types of action though the second type would seem to afford a better opportunity for sociological analysis because the very process of formal organization ordinarily involves an explicit statement of purpose and procedure.\textsuperscript{14}

Merton warns of two methodological pitfalls which are "common to all sociological investigations of purposive action. . . . The first involves the problem of causal imputation, the problem of ascertaining the extent to which consequences may justifiably be attributed to certain actions."\textsuperscript{15} For example, to what extent can the recent increased hiring of Chicano faculty in the College of Education be attributed to UNM’s involvement in Latin America?


\textsuperscript{14} Ibid., p. 896.

\textsuperscript{15} Ibid., p. 897.
The second problem is that of ascertaining the actual purposes of a given action. He points out that "There is the difficulty. . . of discriminating between rationalization and truth in those cases where apparently unintended consequences are post facto declared to have been intended."\(^{16}\) Was it UNM's original intention that the Paraguayan teachers who came as participants in 1965 eventually return to the campus to study for the B. A. and/or M. A. degrees? Merton underscores that the two main problems mentioned above—causal imputation and ascertaining the actual purposes of a given action—have not been further treated but the limitations set by these two methodological difficulties are implicitly recognized. Merton also stresses that "a frequent source of misunderstanding can be eliminated. . . if it is realized that the factors involved in unanticipated consequences are—precisely, factors, and that none of these serves by itself to explain any concrete case."\(^{17}\)

Merton lists three general type factors which limit the correct anticipation of consequences of action. He states that "the existing state of knowledge" is the most obvious one. The second major factor which is perhaps as pervasive as ignorance, "is error." And finally, the third major factor, "the 'imperious immediacy of interest,'" refers to instances where the actor's paramount concern with the unforeseen immediate consequences excludes the consideration

\(^{16}\) Ibid.

\(^{17}\) Ibid., p. 898.
of further or other consequences of the same act."\textsuperscript{18}

Selznick (1966) argues that "All formal organizations are molded by forces tangential to their rationally ordered structures and stated goals." Because of this he says that the notion of un-anticipated consequences is a key analytical tool: Where unintended effects occur, there is a presumption, though no assurance, that sociologically identifiable forces are at work.\textsuperscript{19} He contends that there are two logically fundamental sources of unanticipated consequence in social action, that is, two conditions which define the inherent predisposition for unanticipated consequences to occur:

1. The limiting function of the end-in-view.- A logically important but sociologically insignificant source of unanticipated consequences exists because the aim of action limits the perception of its ramified consequences. This is legitimate and necessary, for not all consequences are relevant to the aim.

2. Commitment as a basic mechanism in the generation of unanticipated consequences.- The sociologically significant source of unanticipated consequences inherent in the organizational process may be summed up in the concept of "commitment." . . . The commitments generated by the use of self-activating and recalcitrant tools are expressed in the proliferation of unintended consequences.\textsuperscript{20}

In his study of functional analysis Merton (1968) looks at anticipated and unanticipated consequences as manifest and latent functions. He asserts that the functional orientation is of course

\textsuperscript{18} Ibid., pp. 898-901.

\textsuperscript{19} Selznick, TVA and The Grass Roots, p. 254.

\textsuperscript{20} Ibid., pp. 254-255.
neither new nor confined to the social sciences. He states that it
came relatively late on the sociological scene.

The central orientation of functionalism—expressed
in the practice of interpreting data by establishing
their consequences for larger structures in which they
are implicated—has been found in virtually all the
sciences of man—biology and physiology, psychology,
economics and law, anthropology and sociology. 21

He defines his terminology as follows:

Functions are those observed consequences which
make for the adaptation or adjustment of a given system;
and dysfunctions, those observed consequences which less-
en the adaptation or adjustment of the system. There is
also the empirical possibility of nonfunctional conse-
quences, which are simply irrelevant to the system under
consideration. Manifest functions are those objective
consequences contributing to the adjustment or adapta-
ton of the system which are intended and recognized by
participants in the system; Latent functions, correlative-
vly, being those which are neither intended nor re-
cognized. 22

Merton states that "the distinction between manifest and
latent functions was devised to preclude the advertent confusion
... between conscious motivations for social behavior and its
objective consequences." 23 He lists several purposes of the
distinction.

... the distinction aids the sociological inter-
pretation of many social practices which persist even

21 Robert K. Merton, Social Theory and Social Structure (New

22 Ibid., p. 105.

23 Ibid., p. 114.
though their manifest purpose is clearly not achieved. ... The concept of latent function extends the observer's attention beyond the question of whether or not the behavior attains its avowed purpose. ... but armed with the concept of latent function, the sociologist extends his inquiry in those very directions which promise most for the theoretic development of the discipline. He examines the familiar (or planned) social practice to ascertain the latent, and hence generally unrecognized, functions (as well, of course, as the manifest functions). 24

Organizational Control

Etzioni (1964) writes that "The aim of organizational control is to ensure that rules are obeyed and orders followed. ... Means of control are used in all organizations to enforce the norms which set the standards of performance. ..." 25 Once an organization makes a commitment it is very probable that it would implement a control system to ensure the carrying out of the commitment provided the commitment is manifest or intended. It follows that if the commitment is latent or unintended the organization would not be in a position to implement a control system.

Why is there a need for organizational control? Katz and Kahn (1966) describe it in the following manner:

If foresight were perfect, if incumbents were flawless organization men or automatons, and if the environment of the organization were unchanging, the problems of management might be at an end once the design had been created and the prescriptions communicated. The organization could be given an initial push, and like

24 Ibid., p. 120.

in theoretical space, it would continue its cycles undiminished in perpetuity. They argue that there are three main reasons why the picture they paint would not function. First the roles in organization are filled by people, not by mechanical devices. Second, organizations are not perfect frictionless systems, and their parts wear out. Third, and most important of all perhaps; the organization functions in a changing environment, and each environmental change is received as a demand for some responsive change within the organizational system. Thompson (1967) broaches this issue from another perspective. He states that complex organizations are built to operate technologies which are found to be impossible or impractical for individuals to operate. The all-powerful chief can maintain control only to a degree and he argues that this control is negated, (a) when complexity of the technology or technologies exceeds comprehension of the individual; (b) when resources required exceed the capacity of the individual to acquire; and (c) when the organization faces contingencies on more fronts than the individual is able to keep under surveillance.


27 Ibid., pp. 201-202.

Etzioni (1964) talks about organizational control as follows:

Nowhere is the strain between the organization's needs and the participant's needs—between effectiveness, efficiency, and satisfaction—more evident than in the area of organizational control. . . All social units control their members, but the problem of control in organizations is especially acute. Organizations as social units that serve specific purposes are artificial social units. They are planned, deliberately structured; they constantly and self consciously review their performances and restructure themselves accordingly. . . Hence, organizations require formally structured distribution of rewards and sanctions to support compliance with their norms, regulations, and orders. 29

Summary

Chapter II has been devoted to a review of literature related to organizational commitment and organizational control. Heavy emphasis has been placed on the work done by Philip Selznick and Robert K. Merton in the area of organizational commitment and the notion that unanticipated consequences can be used as an analytical tool in the study of organizational behavior.

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CHAPTER III

CHRONOLOGICAL DEVELOPMENT OF THE ECUADOR

PRIMARY EDUCATION LOAN CONTRACT

Introduction

In 1951 Mr. N. J. Barlow, Assistant Superintendent of Public Instruction for the State of Utah, came to New Mexico to work in the New Mexico State Department of Education. He and Mrs. Victoria Sánchez worked in Community School Development Programs. It was at the New Mexico State Department of Education that these two and Mr. Frank Angel became close friends.

Mr. Barlow and Mrs. Sánchez left the New Mexico State Department of Education in 1952 and accepted positions as Education Officer and Textbook Development Officer respectively with USAID/ Nicaragua. In 1955 they transferred to Honduras.

Mr. Angel was granted a leave of absence from his duties as assistant professor in the COE to conduct a five-week workshop in education and sociology from March 3 to April 17, 1960 with the Point IV Program in Honduras.

Angel made other trips to Honduras to teach summer workshops in 1961, 1962, 1963, and 1964. It was in Honduras where he met Dr. George Dale, the School Housing Director, USAID/Honduras Mission. He and Angel had long discussions about the best possible way of making an impact on Latin American education. The practice had been
for AID to send Latin American students to study in the United States, but there were no programs in the United States where these students could receive instruction in the Spanish language. This factor encouraged the "upper class" and "Playboy types" to apply for admission to these programs because, in general, these were the only people who could meet the English language requirements. This phenomenon tended to exclude many of the Latin American educational leaders from participation in the training programs. Dale and Angel agreed that the modernization process of Latin American education could best be served by developing projects with these countries whereby educators from within the Ministry of Education would be selected for training at an American University where the instruction could be provided in Spanish. Angel informally proposed to Dr. Dale that the College of Education at the University of New Mexico had the potential to offer the staff and services required by such projects. Additionally, Angel pointed out that the historical and cultural similarities between New Mexico and many of the Latin American countries made New Mexico a near-ideal place for these educators to receive their training.

Dr. Dale left Honduras in 1962 and was assigned to the Education Office in Asunción, Paraguay; he continued to correspond with Angel by mail. Ms. Sofía Rael, a New Mexican working with AID, also wrote to Dr. Angel describing the work that was being done in Paraguay.

After Dr. Dale had been in Paraguay two years, he invited
Dr. Angel to Paraguay in 1964 to discuss the possibility of starting a teacher training program at UNM for thirty-two Paraguayan teachers.¹

At that time Dr. Angel was the only member of the COE faculty who worked in Latin America on AID related programs. Before going to Paraguay Angel had several sessions with the Dean of the College of Education, Chester Travelstead. They discussed the proposed Paraguayan Program and the implications of such a program on the College of Education. Travelstead had many serious reservations and initially was very reluctant about the proposed program because he did not feel at that time that the COE should become involved in Technical Assistance Programs in Latin America. He felt that the University critics in the community were correct in saying that UNM had enough problems to attack within the State and did not need to go South of the Border to get involved in technical assistance programs. Travelstead sensed that the majority of the COE faculty would not go along with the idea because they too felt that the resources of the College could be better utilized in New Mexico.²

In spite of all the arguments presented by Travelstead he finally authorized Angel to go to Paraguay for the purposes of ne-

¹ Statements by Dr. Frank Angel, personal interview January 15, 1973. Permission to cite secured.

² Statements by Dr. Chester Travelstead, personal interview, June 6, 1973. Permission to cite secured.
gotiating a Participant Training Contract. Angel returned from Paraguay with a contract agreement and began the preparations to receive the Paraguayan teachers—housing, registration, host families, transportation, and staffing. Angel discovered that staffing was the most critical problem because there were no faculty in the COE who spoke Spanish. He asked Dr. Miles Zintz, Professor of Elementary Education at UNM, to learn Spanish so he could help with the program. Angel approached Mrs. Mari-Luci Jaramillo (Ulibarri), a first grade teacher at Riverview Elementary School in Albuquerque, and asked her to come on campus to help out with the Paraguayans. Mrs. Jaramillo was the first non-UNM person to join Dr. Angel on these Latin American projects.

Angel had the notion that he should start a Spanish class for faculty in the College and he hired Mrs. Rita Minkin, a Spanish teacher at Albuquerque High School, to teach the class. Some members of the faculty initially demonstrated a high degree of interest and about thirty signed up for the class; but it soon dwindled down to two people, so Angel gave up on that idea.  

Pre-Contract Negotiations: The Ecuador Project

By June, 1965 the Paraguayan Participant Training Project had been under way at UNM about six months when the correspondence between the University of New Mexico, the USAID Mission in Ecuador

and AID Washington really picked up momentum. Dr. Marshall Nason, professor of modern languages at UNM, who was directing an NDEA Summer Institute in Ecuador, wrote to Dean Travelstead from Quito on July 22, 1965 describing a conversation he had had with an official of the USAID Mission in Ecuador. A portion of that letter read as follows:

Yesterday, Charles C. Briggs, the Human Resources Development specialist of AID, Quito, asked me to go over for a chat about possibilities of a University contract for the primary education project. I proceeded to inform him that I was completely without portfolio and totally unauthorized to speak for the College of Education or the University, but that it would cost nothing to listen to his story and file a report thereon. That is the substance of this letter. Parenthetically, he had heard from Dick Myers and gained the impression that you were something less than enthusiastic about the general outlines of the project in terms of staffing; after hearing the project description and the personnel drain it would represent to you, I told him I was not surprised.

If I read the project proposal correctly, it is well structured and realistic—not to mention highly needed—in terms of the Ecuadorean situation. The school construction program has been going very well here; of that I have considerable knowledge through the Peace Corps people we trained for it. But they run the risk of having fine physical plants without sufficient text materials or competent teachers. Hence the double attack which calls for three consulting authors to spend 3-4 months each in Ecuador over a three year period developing texts for reading (6 grades), science (grades 4,5,6) and arithmetic (6 grades), as well as three specialists in teacher-training and curriculum planning who would have to spend three years in this country. The object of the latter would be to work with the Normal School curricula, particularly in the introduction of professional education courses. The

4Dr. Newell D. Meyers, AID/W, visited the University of New Mexico campus on July 7, 8, 1965.
job specifications call for Ph Ds to the extent possible and ideally with some experience in educational administrative agencies at the state level. AID would want UNM to contract for the administration of the program and would hope that 60% of the staff might be from UNM, i.e., not more than 40% by outside recruitment. In a nice way I told him that he had a hell of a tough order to fill and that in view of the College of Education commitments to the Paraguay program and other consultancies his order would be a tough one to fill. I asked him whether they might be able to set aside the Ph.d requirement in favor of Spanish-speaking M. A. holders (especially in subject matter fields) who had had some significant experience at the State level and who, in the past, had worked closely with the College of Education. He seemed to think that might be an acceptable set of qualifications, although I do not really know whether such people exist.

Dean Travelstead responded to Marshall Nason on August 16, 1965 saying: "Dr. Meyers was here several weeks ago, and we discussed his rather broad proposal at length. We did not say 'no.' Neither did we by any means say 'yes.' for reasons you can well understand." Travelstead continued, "Dr. Briggs is to be on our campus today and tomorrow, and during his visit we will get more information about the matter." He also mentioned that UNM would try to stretch its resources to do something about Ecuador "if it appears we can render good service to that country without hurting our ongoing programs and special projects to which we are already committed such as the Paraguay Project."
Professors Angel and Zintz were in Bogotá, Colombia in September, 1965 conducting a workshop under the auspices of NEA Teach Corps for the Ministry of Education in that country. On September 1 Angel wrote to Dean Travelstead advising him that he had not yet received any word from Briggs in Ecuador so he had not made arrangements to go there. On September 6 Angel wrote to Travelstead again and said that Howard Lusk had set up a conference telephone call between Lusk, Angel, and Briggs. Angel wrote:

It seems that Briggs cannot pay my or John's [Aragón] transportation unless we have signed an obligatory contract. He wanted me to fly to Ecuador as if paid for by the University of New Mexico. I told him that I had no such authorization. He said he would communicate with you. You may have heard from him by now.8

Angel informed Briggs that UNM was seriously interested in Ecuador but that this was about as much commitment as he could give him. Either Briggs had to find some way of paying for their trip to Ecuador or the University of New Mexico would have to authorize Angel to do so on University funds which would be reimbursable to UNM if UNM decided to contract with Ecuador. Angel continued:

I repeated that the whole purpose of our trip at this time was to secure information which would help us at UNM determine whether or not we wanted to contract. We could

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7 Dr. Howard Lusk was Chief of the Human Resources Development Division, USAID, Bogotá, Colombia.

8 Official correspondence between Dr. Frank Angel, professor in the College of Education, UNM, and Dr. Chester C. Travelstead, Dean, College of Education, UNM.
not commit ourselves beyond this at this point. I believe we are absolutely right on this. He went to Albuquerque to see if we fitted his needs. Now we need to see if we can do the job without overextending ourselves.9

On September 6 Angel wrote to Dr. Paul V. Petty, Chairman, Department of Educational and Administrative Services at UNM, and gave him basically the same information he had given the Dean. He did reemphasize the fact that Briggs was interested in having him go to Quito but that the expenditures were not reimbursable unless they signed the contract. "I told him that we were seriously interested in the contract possibility but that at this point this was as much commitment as I was authorized to give," Angel related. He added that he would write Dean Travelstead and see "if the University would authorize me to go to Quito. In the meantime, I wrote to Horacio [Ulibarri, professor of Educational and Administrative Services at UNM] to see what information he could get so that if I did not go to Ecuador we will get the information."10

Briggs wrote to Petty on September 7 thanking him for the warm reception he had received during his visit to the UNM campus on August 19. He said, "Since that time I have been in contact with Frank Angel by phone who says that he could be released from

9 Ibid.

10 Official correspondence between Dr. Angel and Dr. Paul Petty, Chairman, Department of Educational and Administrative Services, College of Education, UNM.
Bogotá the week of September 11th." He then stated that he had been checking the possibility of having Angel and a representative from the UNM campus go to Ecuador to discuss with the Ministry of Education and USAID Ecuador the technical assistance portion of the proposed Primary Education Loan. "Unfortunately," Briggs wrote, "our manual orders contain a section that prohibits the Mission from paying the travel, per diem and other expenses of prospective contractors. Such expenses are reimbursable only under a contract."  

"Because, the Mission cannot commit itself to any prospective contractor at this time, institutions interested in making an on-the-spot investigation of the project must assume the financial risk."  

Briggs stressed that this regulation made it most difficult for USAID Ecuador as well as UNM but that they would like UNM assessment of the situation and to give USAID Ecuador in specific terms an idea of what UNM could do specifically in the implementation of the proposed project. Briggs continued, "An on-the-spot investigation would result, if it should develop, in a better contract." Briggs transferred the burden to UNM:  

Unless the University can assume the risk of paying the expenses of the visitation I am afraid the best we can do for the moment is to discuss the project by mail. Your proposal, based upon the scope of work outlined in the Capital Assistance Paper I left with you, would be

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11 Official correspondence between Dr. Briggs and Dr. Petty.

12 Ibid.

13 Ibid.
most helpful. 14

Briggs then advised Petty that some of the items appearing in the scope of work had not been formally negotiated with the Ministry of Education. He said that final negotiations had to wait for the preparation of the loan agreement and the resolving of conditions precedent established by the Capital Development Office. He pointed out that the results of the negotiations in some instances might vary with what appeared in the Capital Assistance Paper. "We expect, however, that any changes made will be minor. This would, however, require some minor revisions of the proposal submitted by the University of New Mexico." 15 Briggs accentuated two other important items in this letter. He informed Paul Petty that:

The Ministry of Education has submitted an application to the United Nations Special Fund for Assistance in developing in-service training programs in a number of the normal and elementary schools in Ecuador. This program might well serve to complement the program proposed under the loan and might help in meeting some of the conditions precedent appearing in the Capital Assistance Paper that refers to this area.

Shortly after my return to Quito the primary education loan was announced in Guayaquil by Mr. Jack Vaughn, Assistant Secretary of the Department of State for Inter-American Affairs. This announcement received much space and favorable comments in the newspapers. 16

Frank Angel was still in Bogotá on September 10 and he wrote to Briggs advising him that he had not yet received any information

14 Ibid.

15 Ibid.

16 Ibid.
from Travelstead regarding the problem USAID/Ecuador was having in paying for Angel's trip to Ecuador. Angel continues in his letter saying:

Patrick Lynch, [Professor of Educational and Administrative Services at UNM] one of our Teach Corps Team who came down, had to return after one week because of illness. He told us that Dean Travelstead believes that if we give him positive information regarding the Ecuadorian proposal, the University of New Mexico will contract with you. It seems to me this is another way of saying that university [sic] is quite serious about contracting with Ecuador. In view of this don't you think you could authorize travel for Dr. Zintz and me with the idea of charging these expenses to the contract when it is signed? I am afraid that if we wait for authorization from Albuquerque, it will come after we have left Columbia and make the possibility of a visit less likely. 17

On September 20 Dean Travelstead received a letter from Anita L. Lanigan, Chief of Contract Personnel, Department of State, AID/Washington informing him that she was enclosing forms needed by her office to obtain the necessary clearances for his services overseas. She said that she would greatly appreciate his completing the forms in the number indicated as soon as possible so that they could initiate action immediately. This letter was very specific in one area. It read, "Under no circumstances is this letter to be construed as final approval of the contract. You should make no firm arrangements to go abroad until you are notified by AID that all necessary clearances and approvals have been obtained." 18

17 Official correspondence between Dr. Angel and Dr. Briggs.

18 Official correspondence between Mrs. Anita L. Lanigan, AID/W, and Dean Travelstead.
Briggs sent Dean Travelstead the following cable on September 21, 1965:

INVESTIGATING METHODS BRINGING ANGEL AND ONE OTHER CONSULTANT QUITO. PRESUME ANGEL SECURITY CLEARED FORMS FOR CLEARANCE OTHER CONSULTANT BEING SENT FROM AID/W SUGGEST YOU TAKE IMMEDIATE STEPS THROUGH ALOIA LA/ID- AID. FINALIZE CLEARANCE. ADVISE PROGRESS. BRIGGS.\(^{19}\)

On October 1 Dr. Travelstead answered Mrs. Lanigan's letter saying:

I must advise you that I do not plan to apply for federal employment, nor have I suggested that I be sent to any Latin American country for any purpose. The confusion may have been caused by tentative arrangements which we had made for Dr. Frank Angel and/or Mr. John Aragon [Executive Secretary of the New Mexico School Boards Association, UNM's candidate for the Chief of Party position in Ecuador] to go to Quito, Ecuador, to look into the possibility of educational services which the University of New Mexico might render to that country.\(^{20}\)

**Angel-Zintz trip to Ecuador**

The Angel-Zintz trip to Quito from Colombia was finally approved by Dean Travelstead. In essence the approval was for Angel's travel since the COE at that time could not pay Dr. Zintz's fare and he paid for it from personal funds. The purpose of the trip was to discuss the proposed technical assistance contract with officials from the Ministry of Education and USAID/Ecuador.

On October 20 Briggs wrote to Travelstead telling him about

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\(^{19}\) Official correspondence between Dr. Briggs and Dean Travelstead.

\(^{20}\) Official correspondence between Dean Travelstead and Mrs. Lanigan.
the excellent results obtained from the Zintz-Angel visit to Quito. He also brought Travelstead up to date on the latest developments relating to the Primary Education Loan.

Briggs said:

Mr. Angel's visit was very well timed and highly successful. We spent a good five hours with seven key officials of the Ministry of Education discussing issues and problems related to the technical assistance portion of the primary education loan. Ministry officials were most impressed with Dr. Angel's grasp of Latin American educational problems. Immediately after the meeting three officials of the Ministry of Education called me aside and expressed their interest in having the University of New Mexico as the contractor, particularly if we could get people of the caliber of Dr. Angel. 21

Briggs continued:

On October 15 we received a letter from Dr. César Jaramillo Pérez, Minister of Education, requesting that the University of New Mexico be selected as the contractor under the loan. Accordingly, the USAID Mission to Ecuador has tentatively accepted the Minister's request as has Mr. Vincent Aloia of the Latin American Institutional Development Office, USAID/Washington.

Official acceptance of the University of New Mexico as the contractor and formalization of the contracts must await the outcome of the AID/Washington review scheduled for November 17-18. Upon approval of FY/66 funds Mr. Aloia will get in contact with you.22

The letter continued:

Based on AID approval of the Mission program the

21 Official correspondence between Dr. Briggs and Dean Travelstead.

22 Ibid.
Mission solicits your acceptance as the contractor for the primary education project. Dr. Angel has been provided copies of several of the documents developed by the Government of Ecuador and the AID Mission which should be helpful in developing the work plan required under the contract as well to provide information that should be of help in preparing the documents. . . For the reasons stated above, we believe that Dr. Angel and the probable Chief of Party (or other you deem advisable) should come to Ecuador shortly to assist the Ministry of Education. The Mission can provide short-term personal services contracts for this purpose on the condition that this does not commit the Agency at this time to contract under the loan.

Briggs said:

We would like to have the team come to Ecuador on or about November 1. We will let you know the exact date by telephone. Mr. Aloia informed me yesterday that they would call and alert you of our needs. I understand that those who might come to Ecuador have been cleared by AID/Washington.

Preparation of College Faculty

On November 5, Dean Travelstead sent a memo to Angel, Aragón, Crawford, Drummond, Elser, Harris, Helfert, Ivins, Keppers, Loughlin, Masley, Petty, Seidler, Ulibarri and Zitzn inviting them to attend meetings on November 8 and November 12 to plan for the Ecuador Project. The memo read in part:

Frank Angel and John Aragón are scheduled to leave

23 Ibid.

24 Ibid.

25 These professors represented the various departments in the College of Education at UNM.
for Quito, Ecuador on or about November 17, and it is imperative that we discuss with them, before they leave, the conditions under which the University of New Mexico (particularly the College of Education) can enter into such a contract.²⁶

On November 11 Travelstead wrote to Briggs:

All of us here are highly pleased that the Ministry and others in Quito feel that the University of New Mexico can develop the kind of services that Ecuador needs at this time. It is our present intention to send Dr. Frank Angel and Mr. John Aragón to Quito sometime within the next week or ten days. They will leave Albuquerque just as soon as we receive clearance and transportation authority for them. ²⁷

Travelstead continued:

Of course, at the present time, I am not exactly sure how the final contract will be decided; nor am I certain about the extent to which the University of New Mexico should attempt to render the educational services needed in Ecuador. But we are now agreed that we can and will enter into a contract, at least for the teacher preparation and textbook parts of the project.²⁸

On November 17 at 1:15 pm the University of New Mexico received the following cable from Byrnes,²⁹ Quito, Ecuador: "CABLE CONFIRMATION AUTHORITY FRANK ANGEL TO SIGN CONTRACT STOP MAXIMUM AMOUNT DOLLARS 7500 FOR YOUR UNIVERSITY FOR SERVICES ANGEL AND

²⁶Internal memorandum from Dean Travelstead to various members of the COE faculty.

²⁷Official correspondence between Dean Travelstead and Dr. Briggs.

²⁸Ibid.

²⁹The writer was unable to confirm Byrnes' official title within the USAID/Ecuador Mission. An official document dated December 16, 1965 lists him as Acting Director.
ARAGON APPROXIMATELY 35 WORKING DAYS EACH."\(^{30}\)

On the same day Travelstead answered the Byrnes cable saying: "REFERENCE YOUR NOVEMBER 17 CABLE FRANK ANGEL AUTHORIZED TO SIGN CONTRACT FOR TEMPORARY DUTY SERVICES ANGEL AND ARAGON PROPOSED PERMANENT CONTRACT WITH UNIVERSITY OF NEW MEXICO MUST BE REVIEWED BY CENTRAL ADMINISTRATION BEFORE SIGNING."\(^{31}\)

Angel and Aragón to Quito

Angel and Aragón visited Quito in the latter part of November. They spent approximately two weeks discussing the proposed technical assistance contract, and issues related to the conditions precedent of the loan; they also prepared a tentative work plan and budget.

Briggs corresponded with Travelstead on December 9 informing him of Angel and Aragón's visit. Some of the highlights of the letter were:

\[\ldots\text{ We in the Mission were most pleased with the manner in which Drs. Angel and Aragón established high rapport with the Ministry of Education and were immediately able to begin resolving delicate issues arising from conditions precedent of the loan. All in all it was an outstanding job and, if first efforts are any indication, we can look forward to a most successful and high level contract operation.}\(^{32}\)
Briggs mentioned an anticipated delay in the signing of the contract due to the disparity in the amount of money proposed by Angel and Aragón in their tentative budget and the amount programmed by the Mission for Calendar Year 1966. He advised Travelstead that they were "undertaking a thorough analysis of available resources to support the increase as well as reviewing each line item to determine where savings might be effected." 33

Briggs stated that the analysis had taken a few days but that they believed that it was now in "sufficient condition" to submit it with the letter. He mentioned P. L. 480 money from the MOE as a possible source of additional funds. 34 He advised Travelstead that if the USAID proposed budget was acceptable to UNM that the Mission would prepare the PIO/T (Program Implementation Order/Training) and submit it to Washington.

Briggs continues:

We are shooting for target that will place your Chief of Party in the field in early January and the other member of the team in early February. We would hope to get the first participants at the University also in February. 35

Travelstead responded to Briggs' December 9 letter on

33 Ibid.

34 Under the provisions of this law known as the Agricultural Trade Development and Assistance Act of 1954, the United States sells surplus agricultural commodities through private trade channels to a friendly nation, accepts that nation's currency as payment, then uses that currency to implement economic development programs within that particular friendly nation.

35 Ibid.
December 27 stating that UNM had been analyzing and working with the budget proposed by Briggs. The biggest point of contention was USAID's elimination of money for furniture for the members of the field team. Travelstead said that "We simply could not accept the contract without the furniture item being cared for in some satisfactory way." Other concerns expressed related to the campus secretary line item, commissary privileges, insurance, temporary housing allowance, travel to and from Washington, and purchase of vehicles either with GOE [Government of Ecuador] money or from some other source. 36

Letter of Intent

On December 31, 1965 Donald L. Daughters, from the USAID Mission in Ecuador, wrote to Dean Travelstead. 37 The letter follows:

This communication will serve as a Letter of Intent by which the USAID Mission in Ecuador indicates its intention of engaging the University of New Mexico, through a contract with AID/W, to perform the services required to carry out the professional programs under loan No. 518-L-027, Primary Education Improvement.

This letter will permit the University of New Mexico to incur expenses which will be reimbursable [sic] under the contract before the contract is signed. These allowable expenses are:

1. Costs, including salaries, of on-campus staff to develop the work-plan and other planning activities required for the execution of the contract; and
2. Costs of the participant training program under teacher training portion of the loan. This is

36 Official correspondence between Dean Travelstead and Dr. Briggs.

37 Official correspondence between Mr. Daughters and Dean Travelstead.
considered essential as participants may be required to be in New Mexico, due to academic schedules, before the contract is formally signed.38

Points of Contention

Dean Travelstead received an answer to his December 27 letter to Briggs. The letter is dated January 7, 1966 and Briggs is responding to the issues raised by UNM regarding the proposed budget. He advised Travelstead that the furniture line item had been increased to a total of 20,000 dollars and that "this should adequately cover the cost of shipping four households of furniture."
The campus secretarial line item was increased to 4,000 dollars.
Other items mentioned were:

a. Commissary privileges.- We believe the contract will include a phrase to the effect that every effort will be made to provide commissary privileges to the contract staff. While we believe that these rights will be provided as they are to other contractors, the commissary is an employee cooperative, and therefore we cannot officially guarantee that privileges will be extended.

b. Insurance.- This coverage will have to be provided on an individual basis by each employee if he so desires.

c. Temporary housing allowances.- This is provided in lieu of quarters allowance while looking for accommodations.

d. Travel to and from Washington.- This is included in item III, C.
e. Purchase of vehicles.- This has been provided for out of DG funds in item V, C.
f. Use of U.S. military facilities for transportation of HHE.- These facilities are not available to AID.39

38 Ibid.

39 Official correspondence between Dr. Briggs and Dr. Travelstead.
Because Travelstead could not have received Briggs' letter mentioned immediately above, he wrote Vincent Aloia of the Office of Latin American Institutional Development, AID/W, on January 8, 1966 outlining UNM's concern about the funding of the proposed program.

The key matters enumerated in this letter were as follows:

...The budget proposed by Briggs and the one we have developed are different by several thousand dollars. You asked that we identify specific problems which needed to be reconciled. We hesitate to do so, since the program and the various budget items are so closely related that changes in either have implications for other changes. The basic reason why we feel Dr. Briggs should be brought to Washington is to assist us in determining the modifications which will have to be made in both the program and budget if we are to accept the program responsibility.

Other problems are:

1. Briggs' proposed budget for the first year includes some funding from GOE sources and some from PL-480 monies. Over the telephone Briggs indicated that the use of PL-480 monies has been approved. We are rather dubious about moneys and promises to furnish equipment and other services from GOE sources. We would (a) want assurance that the amounts of money and the equipment and services promised by GOE will be made available, or, if not, what will be done? (b) our proposed budget is based on using GOE and PL-480 funds for the second and third years as well as for the first year. Will these monies be available for the second and third years as well as for the first year?40

The remainder of the letter to Aloia relates the same basic concerns that were outlined to Briggs in the December 27 communication. Travelstead closed his letter accentuating UNM's dismay with the long delays in negotiations. He wrote:

We are anxious to get going on the program which is already behind. A number of decisions which affect the

40Official correspondence between Mr. Aloia and Dr. Travelstead.
University program for the next semester have to be made. If we are to carry out the programs as outlined in the work plan we would like to be authorized to incur expenditures, at least for some of the preparatory phases, during this trip to Washington. We know that the Ministry people in Ecuador are already taking steps to get the program going very soon. See you on Monday (Jan. 17) as soon as the offices open.\textsuperscript{41}

In the meantime on January 11 Aloia called Travelstead but Angel took the call because Travelstead was out of the office. Angel summarized that call in a memo to Dean Travelstead:

\ldots He said he has heard from the Mission Chief in Ecuador, Mr. Daughters, and that Briggs was tied up and could not be in Washington on the 17th. He further informed me that Mr. Sherman Lanfield, one of the technicians in the Ecuador program, was in his office and was willing to sit in for Briggs during our discussions but carry back to Mr. Briggs information regarding what occurred during the discussions. Aloia asked that we communicate with Briggs and send him a copy of the letter we sent Aloia, and have him reply to various points directly to Aloia by cable. Aloia said that he could not make decisions regarding a number of points raised in the letter and if he had no information from Briggs, our going to Washington would be a waste of time.\textsuperscript{42}

On the same day Travelstead indited a letter to Briggs in Ecuador advising him that he, Angel, Aragón, and John Perovich, the UNM comptroller, were preparing to go to Washington on January 17. He also said since Aloia had advised Angel that Daughters had called Washington to inform them that Briggs would not be able to attend the January 17 meeting, UNM officials had postponed their trip to

\textsuperscript{41} Ibid.

\textsuperscript{42} Inter-office memorandum from Dr. Angel to Dean Travelstead.
Washington hoping that Briggs could be in Washington on the 21st.

Travelstead adds:

We hope that you could see your way clear to come at that time so that final decisions could be made. Time is pressing for us. The plans for bringing the participants for the second semester need to be made now, including the selection of these people. We are concerned that even after our discussions in Washington there will be more delays in getting the contract signed. . . . Frank [Angel] says that Mr. Landfield will not be able to make final decisions, if any. He is returning to Quito on the 25th of January, which means you won't be able to take any action on any of the decisions needed until he informs you regarding what took place in Washington. We therefore, deem it urgent that you be in Washington if at all possible.43

Chief of Party Prepared

On the very next day Angel wrote to Briggs reiterating all the points covered by Travelstead in his letter. Additionally, he strongly emphasized the fact that Aragón had resigned his present position and that Aragón, one other faculty member, and the secretary needed to be placed on the payroll. The possibility of losing John Aragón was likely. Angel's distress was apparent as he wrote:

If this matter of the contract is prolonged, I'm afraid the dean and other members of the faculty will get disgusted and chuck the whole thing down the drain, especially since it will involve rehiring, if possible, some of the Spanish speaking faculty we have used in the Paraguay project, secretary, etc. He had already readjusted the second semester schedule and hired personnel to replace us. This will have to be undone if

43 Official correspondence between Dean Travelstead and Dr. Briggs.
we are not ready to go by the time the second semester starts.\textsuperscript{44}

UNM Group Returns from Washington

The next epistle from Angel to Briggs was prepared on January 28. In it Angel recounted the highlights of the January 21 meeting in Washington. Landfield and Perovich were also in attendance plus Mr. Youngblut from the AID/W Contracts Office. Angel pointed out that Youngblut was to be the contract officer of the project. All the previous points of contention were discussed.

Angel stated that "Aloia felt that there was no problem in financing the budget since he said that it would be financed on a fiscal year rather than on a calendar year basis." Angel added, "He felt there was ample funding to finance the first year which is a high year..." and that Aloia felt he should make a trip to Ecuador to further explore with Briggs the financing of this and other projects.\textsuperscript{45}

Angel continued his letter:

We impressed upon Vincent Aloia the need for speed to get going and as a result decided that although we do not have the contract signed at this point, we had better get our people readied to go to Quito as soon as possible. There is a slight chance that we are taking in not having the contract signed but both Dean Travelstead and our comptroller were there and agreed that we had enough assurance from what Aloia said that we would begin the project rolling. Expenditures related to the initial phase of the program would begin immediately and we would

\textsuperscript{44} Official correspondence between Dr. Angel and Dr. Briggs.

\textsuperscript{45} Official correspondence between Dr. Angel and Dr. Briggs.
recoup these when the contract is signed. Aloia felt that the contract could be prepaid.46

Angel then commented on items in the budget which had already been discussed on various occasions but which still had not been explicitly resolved. The furniture question continued to be a source of preoccupation for the UNM officials. Angel included five copies of the work plan and a letter in Spanish for the Ministry of Education officials saying, "... so as to orient them on it. Also I am urging them to get going on the selection of the participants..." He mentioned that the criteria for selection had been worked out with the Ministry of Education people when he and Aragón had been in Quito. Angel also remarked on the fact that Aloía had asked many questions about the work plan but that Aloía "felt that it was in good enough shape to develop the contract. He did feel that the Pilot Pre-Vocational program should be struck out completely." Angel added parenthetically that he thought that UNM could get this reinstated later after it had had a chance to re-work it through.47

Recruitment

On January 31, 1966 Angel wrote to Mrs. Consuelo Escorcia at the USAID Mission, Tegucigalpa, Honduras inviting her to consider

46 Ibid.
47 Ibid.
a short term assignment on the University of New Mexico campus and later in Quito, Ecuador. The letter was written in Spanish (translated into English by the researcher) and portions of it read as follows:

The purpose of this letter is to inform you about some programs which are being carried out at this University and to ask you if you would be interested and if you could work with us for a short time. . . . The program will last three years, starting January 1, 1966. Part of this program will consist of writing textbooks at the primary level in three areas: natural sciences - grades 4 to 6; arithmetic, grades 1 to 6; and reading, grades 1 to 6. 48

He then explained that another component of the contract was related to a reform of the normal school program. He wrote that UNM would like to develop the textbook program in the following manner:

1. Bring a group of Ecuadorians to the University of New Mexico for training. Perhaps this would consist of a group of six people, two writers in each area. Mrs. Delia Goetz has agreed to come for a short time.

2. After three months of training for this group it will return to Quito and it in turn will train another group of writers which has not been to New Mexico.

3. The artists illustrators will be selected by the Ministry there in Quito.

4. We, along with the writers, will determine the book themes and content which shall be the substance of the writing.

5. Upon the completion of a text this will be printed in a temporary manner and it will be tested in some schools. The suggested modifications will be made and it will be published. The teacher guides will also be prepared.

6. With the publication of each text meetings will

48 Official correspondence between Dr. Angel and Mrs. Escorcía.
be organized to train the teachers in the use of the new books.\textsuperscript{49}

He advised Mrs. Escorcia that Dolores Gonzales, a doctoral candidate at Pennsylvania State University, would be one of the technicians who would help with the program. Another person who had agreed to help was Miss Delia Goetz, a retired AID technician who was now a free-lance textbook development consultant living in Washington, D. C. Angel said that he had met Miss Goetz in Washington in the very recent past and it was she who had recommended Mrs. Escorcia to do the job until Dolores Gonzales finished her doctoral program at Penn State in August. Angel offered to pay travel expenses, per diem, and salary.\textsuperscript{50}

\underline{UNM's Letter to MOE}

On the same day January 31, Angel wrote a four-page letter to Dr. Luis Jaramillo Pérez, Minister of Education in Ecuador. In his letter (written in Spanish and applicable portions translated into English by the researcher) Angel's aim was to inform the Minister of all the procedures followed so far in relation to the Normal School program and the textbook production program which UNM was being contracted to carry out. He discussed the conversations and work sessions which had taken place with the Ministry of Education and USAID Mission personnel when he and Aragón had been in

\textsuperscript{49} Ibid.

\textsuperscript{50} Ibid.
Quito in November. He mentioned the provisional work plan and then described step by step the procedures that necessarily had to be followed in order to sign the contract with the University of New Mexico. Angel informed the Minister that Dr. John Aragón would be the Chief of Party for the University of New Mexico team in Ecuador and that Aragón and Dr. Miles Zintz would be the first two technicians to arrive in Ecuador to launch UNM's work in that country. Angel described the initial phase by writing:

According to our plan, the first thing that must be done is to work up a new program for the normal schools. (Consult the provisional plan). It is hoped that daily meetings can be held for one month or six weeks with personnel which you will name for this purpose. The rest of the personnel that we will send will probably arrive in Quito during this period of time.

At the same time it is necessary that two other steps be taken as soon as possible: . . . A group of normal school professors must be sent to Albuquerque for a one-year period of training. This group should arrive here by mid-February in order to start the semester. Because of the delays we have had with the preparation of the budget we had not been able to communicate with you on this matter and we hope you will forgive us. Nevertheless we ask you to take the necessary steps to select the persons you wish to send to this University. . . . We want them to receive one full semester's work.

In addition to the group of normal school professors, you people will have to select six persons for textbook preparation: two in Reading, two in Natural Sciences and two in Arithmetic, and one person whom you should like to select as the textbook program supervisor, who's role shall be to supervise, along with the supervisor we will send, the preparation of textbooks.51

51 Official correspondence between Dr. Angel and Dr. Jaramillo Pérez.
Angel continued his missive providing details related to the return of the textbook writers to Ecuador and their responsibility, along with the UNM field staff, of training another group of writers selected by the Minister. Angel added that the total group should consist of:

- Six writers for Reading
- Six writers for Arithmetic
- Six writers for Natural Sciences
- One Ecuadorian Supervisor
- One UNM supervisor.

The maintenance and salary of these people will be the responsibility of the Ministry of Education during the three years the program will be in operation. We will pay all travel expenses and maintenance of this personnel during their stay in New Mexico.

We think it is desirable that two illustrators also should come and that they would be in charge of preparing sketches and plates required for the textbooks. This is being considered and we will let you know as soon as this point is resolved.

"I hope you will forgive us for having had to treat these matters by mail," Angel wrote in closing his letter to the Minister of Education, "We would have liked to have treated them personally with you, and this we will do as soon as Mr. Aragón arrives in your city."

On February 1 Aragón informed Travelstead he had talked to Aloia in Washington and that Aloia had informed him that he had

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52 Ibid.
53 Ibid.
54 Ibid.
received the following information from Quito:

The $185,000 budgeted through June 30, 1966, should be reduced by $20,000 to $165,000. Then $10,000 should be added for the transportation of household effects; then the $6,000 budgeted for two vehicles should be reduced to $3,000 providing for only one vehicle for the first year of the contract. The net effect of these adjustments results in a $7,000 reduction in the $185,000 contract.
He requested that a new budget be drawn up and sent to him immediately using these new amounts.
It is my feelings that these alternatives are advantageous to us.55

Angel believed that the signing of the contract between AID/W and UNM was about to take place. He wrote to the Chief of Party of each of the three North American University Contract Teams in Ecuador—the University of St. Louis, the University of Pittsburgh, and Houston University,56 advising them of UNM’s impending effort and asking for information about the participants. "It seems at long last," Angel wrote, "the University of New Mexico program in Ecuador is about to get going. We will soon join you in your endeavors to upgrade the educational system there."

The following information was offered by Angel:

You may recall when John Aragón and I were in Quito assisting AID negotiate conditions precedent to the School Construction Contract that we and Chuck Briggs asked you to assist the new contract by providing X

55 Inter-office memorandum from Dr. Aragón to Dr. Travelstead.

56 The Chiefs were: Dr. Wendell Schaefer, Pittsburgh University Faculties to Ecuador, Central University, Quito; Rev. Edward Justen, St. Louis University Faculties to Ecuador, Catholic University, Quito; and Engineer Robert Andrews, Houston University Faculties to Ecuador, University of Guayaquil, Guayaquil.
number of participant becas [scholarships] ? . . . Because of delays in getting the budget worked out and the contract signed, we had not gotten in touch with you to ascertain the number of participant becas you were going to let us have.

. . . We need to know the number we will train this year. We are figuring on $5,000 per scholarship. May we hear from you at the earliest opportunity so we can get this part of the program going.

. . . We greatly appreciate your cooperation,

. . . we are in urgent need of the information asked. 57

The same unresolved items continued to plague the pre-contract negotiations between the University of New Mexico, USAID/Ecuador, and AID/Washington. On February 7 Angel wrote again to Briggs expressing his concern about the apparent inability of the three organizations to arrive at a mutual agreement on the furniture issue. Aragón and his family were scheduled to leave for Quito on/or about March 1 and the furniture problem had not yet been resolved.

"I wondered if you could ask your friends for some makeshift furniture to tide the Aragón family over until the furniture arrived?" Angel asked. He also alluded to the funding of the general budget, the participant training programs, and the work plan. In relation to the work plan Angel said, "He [Aloia] did, however, cut out all of the Pre-vocational program." 58

The funding for staffing the campus office was never a point of contention in the negotiating process. The proposals that Angel

57 Ibid.

58 Official correspondence between Dr. Angel and Dr. Briggs.
and Aragón had made to the USAID Mission in Ecuador pertaining to
backstopping activities apparently were accepted without much diffi-
culty.

In the remainder of the letter Angel advised Briggs that as
a result of the talks with Aloia, ". . . we felt that we had suffi-
cient clearance to get the program rolling. As a consequence the
following actions have been taken:"

1. We have placed John Aragón and the campus back-
stopping faculty on payroll as of February 1st. . . .
2. We have employed two of the three other UNM
technicians we will send to Ecuador. One is a Dr.
Harry Carlson and the other is Miss Dolores Gonzales.
We are still trying to locate a person to fill the
Psychology position. We have a couple of good
prospects. . . .
   . . . We will probably send one of our campus
faculty members, Mrs. Mari-Luci Ulibarri to Quito to
work on the textbook program until Dolores Gonzales
gets there.
3. [3] With John Aragón we are sending Miles Zintz
to get the discussions going in the development of the
model teacher education program. Probably Miles will
be there a week after John gets there in order to give
John time to find a house. . . .
4. [4] In the meantime we want to get the Ecuadorean
writers trained here at UNM. Delia Goetz will be here
in March. . . . I have written the Minister about this
and he should be getting these 7 people selected. Any
pushing you can do would be appreciated.
5. [5] . . . As soon as the universities let us
know the number of participants they will let us have,
I will communicate with you. Better still you might
be able to get this information easier yourself
there. . . .

By memo on February 7, Angel advised all likely long term and
short term technicians of the preparations necessary to obtain

\footnote{Ibid.}
Security Clearances and Passports for duty in Latin America. These were Miles Zintz, Harold Drummond, Wilson Ivins, Armond Seidler, Paul Petty, Harry Carlson, Dolores Gonzales, John Aragón, and John Perovich.  

Travelstead corresponded with Dolores Gonzales at Pennsylvania State on February 7 confirming the fact that she would remain at Penn State until she completed her course work at the end of the summer, "then joining us in the Ecuador project." He added, "Accordingly, I have instructed Frank Angel to take steps to secure someone to assist us in the Ecuador project on a temporary basis until you are ready to move."  

In the meantime Harry Carlson, a professor of education at the University of Oregon, and UNM's candidate for the teacher education position in Ecuador, was making preparations to move to Ecuador. He wrote to Aragón on February 9 saying that things were proceeding well toward the end of his tour of duty in Oregon. He said, "Dean Jacobson has accepted my resignation effective March 15."  

On February 14 Travelstead responded for Aragón. "We are quite happy that you have accepted our offer and we believe that the experience

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60 Official inter-college memorandum from Dr. Angel to COE faculty.

61 Official correspondence between Dean Travelstead and Dr. Gonzales.

62 Official correspondence between Dr. Carlson and Dr. Aragón.
in Ecuador will be a profitable and interesting one for you and your family." He devoted the remainder of the letter to answering in detail several questions Carlson had asked relative to transportation of car and household effects, visas, and security clearance. 63

Dolores Gonzales answered Travelstead's February 7 letter on February 18 mentioning that she was pleased to accept the arrangements that Angel and Travelstead had proposed previously and thanked him for considering her request that she be allowed enough time to finish her course work prior to moving to New Mexico. 64

The end to a long, laborious, and lentitudinous period of pre-contract negotiating appeared imminent as Briggs wrote to Angel on February 28, 1966. The long sought-after contract was finally to become a reality.

"An airgram to Washington has gone out with the three year budget," Briggs wrote. "We requested immediate action to finalize the contract and advised Washington that we expected Aragón the first part of March." 65

Briggs continued:

The letter and the contract have been submitted to the Ministry of Education and we are waiting to receive

63 Official correspondence between Dr. Travelstead and Dr. Carlson.

64 Official correspondence between Dr. Gonzales and Dean Travelstead.

65 Official correspondence between Dr. Briggs and Dr. Angel.
them officially. The letter of intent has also been written. The Development Planning Office tells us that funds cannot be disbursed under the loan until the GOE complies with section 3.1. This means that the University will have to disburse its own funds and be reimbursed after the loan is finalized. The letter of intent should take care of this matter.

Advertisements for Normal School professors to attend the University of New Mexico appeared daily in El Comercio this past week. We have not received word on how successful these ads have been...66

Briggs then explained that he would be in Washington for a little over one month and, "if the contract has not been signed by that time, I will make every effort to move it along."67

A full eight months had elapsed between the time Dr. Charles Briggs had invited Dr. Marshall Nason to discuss the Ecuador Primary Education Loan Contract and the arrival of Drs. Aragón and Carlson in Ecuador. The UNM personnel involved in the negotiating process had spent many man hours preparing for the final approval of the contract.

Aragón and Carlson arrived in Quito in March with Zintz and Mari-Luci Ulibarri close behind. Aragón wrote his first monthly report to Travelstead on April 22. Some of the highlights were:

The UNM technicians Aragón-Carlson arrived in Quito on March 18 and 29 respectively. As you know, this was the week of the government overthrow, and everything dealing with government came to a virtual standstill. The new officials are moving slowly, as could be ex-

66 Ibid.

67 Ibid.
pected, and this has had considerable effect on the schedules which had previously been set up.

Zintz and Ulibarri arrived in Quito on March 30 and left for Albuquerque April 21. During their interim in Ecuador, most of our time was spent visiting schools, normal training institutions, meeting with teachers, administrators, professors, ministry of education officials, and AID representatives, as well as smoothing out the details of selecting and finalizing departure procedures for 11 teachers (becarios) who will attend UNM for one year of special training.68

The letter-report continued with Aragón stating that the selection procedure was hampered by the fact that the new Ministry of Education officials "were completely unaware of the UNM contract."

Aragón elaborated further, "For the time being, recruitment and selection of the group of textbook writers to go to UNM is in complete abeyance."69

In a standard form letter from the Department of State, Agency for International Development, dated April 26, 1966, Frank Angel received the following message related to Contract No. AID/1a-401 (Ecuador):

Enclosed are the original and six copies of subject contractual document. Please review the document and if it is acceptable have an authorized official of your organization sign and date the original and all copies. Retain one copy for your files and return the original and remaining copies to this office.

An executed copy will be returned to you immediately after signature by the Contracting Officer, . . .70

68 Letter-report from UNM field team to Dean Travelstead.

69 Ibid.

70 Official correspondence from AID/W to Dr. Angel.
The letter was signed by a Mr. Carrol [the signature is not too legible], Branch Chief, Contracts Division, Bureau for Latin America.  

THE CONTRACT

The introduction to Contract No. AID/la-401 includes the usual identifying information. It states that the Contractor, the University of New Mexico, is entering into a contract with the Government of the United States of America which is represented by the Agency for International Development. These two parties mutually agreed as follows:

I. SCOPE

The Contractor agrees to use its best efforts to render technical advice and assistance to the Cooperating Country for the purpose of conducting in conjunction with the Ministry of Education of the Government of Ecuador, a primary education program as it relates to Primary Education Loan No. 518-L-027, including teacher training, the production of textbooks and pre-vocational training. . . Contractor will develop in consultation with the United States operations mission. . . as soon as practicable but not later than 120 days after arrival in the cooperating Country, a detailed program to implement the project. . .

Appendix B is the Operational Plan of the Contract. It includes a Statement of Work with its Objective, Scope of Work, and Personnel components.

The Contract Objective

71 Ibid.

72 Ibid., pp. 1-2.
The basic objective of said contract was:

... to assist the Ministry of Education of the cooperating country to implement the technical assistance portion of the Primary Education Loan which has been provided the Government of Ecuador for the purpose of improving the education system at the elementary level. Working with the Educational Planning Office and other offices designated by the Ministry of Education to carry out the programs supported by the Loan, the Contractor will provide technical services as required for (1) improvement of teacher education, (2) training in the production of elementary textbooks, and (3) pre-vocational training at the elementary level.73

The remainder of the section related to the objective mentioned that certain local costs necessary to the performance of UNM's services would come not only from development grant funds but also from PL 480 local currencies. It also stated that equipment necessary to the textbook program would be paid for with monies from the Primary Education Loan.74

The Scope of Work

The introduction to the Scope of Work section of the contract presented the tasks which would be required of the University of New Mexico, and it read as follows:

Specifically, the Contractor will assist the Ministry of Education to develop a model teacher education curriculum in the normal school, to provide all children enrolled in elementary schools, textbooks in reading, arithmetic, and science, and to develop a program of pre-vocational

73 Ibid., p. B-1.

74 Ibid.
training at a demonstration center where elementary school children will be taught simple manual skills with the use of simple hand tools in wood, metal, gardening and horticulture and girls in sewing and cooking. In these three areas the Contractor will perform the following services which will be more fully described in the work plans: 75

The Scope of Work was drawn up in three components—namely, the Teacher Training Program, the Textbook Program, and the Elementary Vocational Project. These components were then honed into more functional guidelines to be pursued by the Contractor.

The Teacher Training Program

1. A model teacher education program will be developed and introduced on a experimental basis, first, in the Uyumbicho Normal School and, second, in the Guayaquil Normal School. After a successful testing period this model program will be revised and introduced as the basis curriculum for all other principal normal schools in Ecuador. 76

This section also stated that the Uyumbicho school would serve as a "demonstration and experimental center" from which pamphlets and other materials dealing with the model curriculum would be prepared and distributed. It specified that UNM would direct the major portion of its efforts to the fields of educational administration, educational psychology and methods and curriculum. This was not a constraining provision because the contract stated that, "... when study of the social-cultural needs of Ecuador,

75 Ibid., pp. B-1, B-2.
76 Ibid., p. B-2.
combined with the abilities and characteristics of children, dictate other areas to be covered, the Contractor will extend his efforts beyond the professional fields described heretofore."\textsuperscript{77}

The contract also provided for the selection of normal school professors who would be involved in the Uyumbicho and Guayaquil Normal School Programs. The selection criteria were to be developed jointly by the MOE and UNM. The professors were to attend UNM and follow one or two courses of study. It was described as such:

One course will be a special one year program to prepare professors in those subjects they will be teaching on their return to Ecuador. The second course will be for those professors eligible to do advanced work leading to a Master's or Doctor's degree. These professors must have a proficiency in the English Language.\textsuperscript{78}

UNM was to provide adequate facilities and staff on campus to train three groups of 12 to 20 professors. The period of training for each group has to be for one academic year. Substitute professors for Uyumbicho and Guayaquil were to be selected from criteria developed jointly by the MOE and UNM. The Contractor was to lend the MOE assistance in placing the returning professors in strategic positions in Uyumbicho and Guayaquil.

UNM was required to assist the MOE to organize and conduct seminars for normal school professors in the principal normal schools

\textsuperscript{77} Ibid.

\textsuperscript{78} Ibid., p. B-3.
in the country. The Uyumbicho and Guayaquil schools were to be the seminar centers. The returning professors who had attended UNM were to provide technical input to the seminars. The MOE, UNESCO and other cooperating agencies and institutions designated by the MOE were to collaborate with UNM in the seminars. The three-year-activity plan was to include:

a. **First Year**
   (1) The establishment of criteria for the selection of normal school professors to attend seminars dealing with the curriculum developed for the new teacher education program.
   (2) Preparation of seminar work plans, courses of instruction and instructional materials.
   (3) Development of techniques to measure the value of the seminars in contributing to improved instruction in normal schools.

b. **Second Year**
   (1) Utilization of U. S. trained normal school professors, in seminars for selected normal school professors from the principal schools of Ecuador.
   (2) Utilization of evaluation techniques developed the first year in order to measure the extent of application of new methods learned by seminar participants.

c. **Third Year**
   Development of phase-out plans by Contractor as well as plans for continuing yearly seminars after contract termination and departure of contract personnel. 79

Another area that required UNM input in the teacher training component was included under the provision which directed UNM to assist the MOE "... to develop a model curriculum designed to provide university level training for normal school professors." The

Contractor was to help the MOE "... introduce this curriculum in the teacher education faculties of Ecuadorian universities." 80

The final requirement in the teacher training program specified that:

5. In conjunction with the multi-phased program... the Contractor will work with the Ministry of Education to evaluate and reform the entire system of grading and promotion for the purpose of reducing student attrition to significantly lower levels. 81

The Textbook Program

The Textbook Program component of the Scope of Work outlined general guidelines to be followed by the Contractor. These were:

1. To accomplish this task the Contractor will advise the Ministry of [sic] the writing, production and distribution of textbooks. The Contractor will also assist the Ministry to train teachers in the use of the new textbooks and teachers' guides in Reading (grades 1-6), Arithmetic (grades 1-6) and Natural Science (grades 4-6).

2. The quantities of textbooks and teachers' guides to be produced will depend on the amount of funds made available under the Primary Education Loan. The Contractor will assist the Ministry to purchase the required equipment and materials to effect as low a cost per diem [book] as possible. In addition assistance will be given to the Ministry to develop and to put into operation a plan for the repair, replacement and production of additional textbooks as needed. 82

80 Ibid.

81 Ibid., p. B-5.

82 Ibid.
In order to functionalize the textbook program plan the Contractor committed itself to aid the MOE as follows:

a. in the selection of fifteen authors who will be assigned to write elementary textbooks in reading, arithmetic and science. Two authors in each of the three fields plus a supervisor will be selected for a four months training course at the University of New Mexico. These seven authors on their return to Ecuador will assist the Contractor's field staff in training the eight authors who remain in Ecuador.

b. in the writing, editing and publishing functions of the textbook program as detailed in the work plans.83

Additionally, in the textbook production area, the Contractor was committed to assist the MOE:

a. To organize and conduct workshops for elementary teachers in the use of new textbooks.

b. To prepare and implement a plan for the repair, replacement and production of additional books as needed.

c. To prepare and implement a plan for the storage and distribution of new textbooks.

d. To develop a working reference library for textbook writers.84

Finally, UNM agreed to assist the MOE to start a program whereby the textbooks and teachers' guides would be field tested prior to producing them in quantity. These were to be tested in selected elementary schools in the Sierra and Coastal regions and in the urban and rural schools. "Based on this experimentation books will be evaluated, revised and published in quantity."85

83 Ibid., pp. B-5, B-6.

84 Ibid., p. B-6.

85 Ibid.
The Pre-Vocational Program

The provisions for initiating the pre-vocational program appeared in the contract but this component was abandoned very early. As far back as February 7, 1966 Frank Angel advised Dr. Briggs that Aloia in Washington had "cut out all the Pre-vocational program." 86

Personnel

The contract specified the personnel to be employed by UNM. Additionally each position carried with it the number of man months of work allowed for each position. Table 1 depicts the breakdown of these positions.

Budget

The firm budget represented the total funds authorized to be expended by the Contractor during the period indicated. Within the grand total of the firm budget the Contractor was permitted to increase or decrease any of the line items contained in the firm budget, by not more than 15%, except Line Items No. 6 and No. 7, without obtaining approval of the Contracting Officer. The firm and projected budgets for the period January 1, 1966 through June 30, 1969 appear in Table No. 2.

Overhead

It was mutually agreed that, "reimbursement for 'on-campus'

86 See above, Dr. Angel's letter to Dr. Briggs, p. 52.
## Table 1

### Personnel

<table>
<thead>
<tr>
<th>A. Field Personnel (Ecuador)</th>
<th>Man Months</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Educational Administration</td>
<td>42</td>
</tr>
<tr>
<td>1 Educational Curriculum Methods</td>
<td>42</td>
</tr>
<tr>
<td>1 Textbook Technician</td>
<td>42</td>
</tr>
<tr>
<td>6 Short Term Specialists</td>
<td>43</td>
</tr>
</tbody>
</table>

### Local Hire (Ecuador)

| 2 Secretaries (to be paid for by PL 480 Local Currencies) | 84         |

<table>
<thead>
<tr>
<th>B. Home Office Personnel</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Campus Coordinator</td>
<td>42</td>
</tr>
<tr>
<td>1 Textbook Consultant</td>
<td>12</td>
</tr>
<tr>
<td>3 Subject Specialists</td>
<td>8</td>
</tr>
<tr>
<td>4 Professors for Participant Program</td>
<td>42</td>
</tr>
<tr>
<td>1 Secretary-Translator</td>
<td>42</td>
</tr>
<tr>
<td>1 Secretary for Textbook Program</td>
<td>4</td>
</tr>
<tr>
<td>1 Consultant Psychologist</td>
<td>42</td>
</tr>
</tbody>
</table>
Table 2

Contract Between the United States of America and The University of New Mexico

<table>
<thead>
<tr>
<th>Line Item No.</th>
<th>Firm Budget (Fr: 1/1/66 To: 12/31/66)</th>
<th>Projected Budget (1/1/67 To: 12/31/67)</th>
<th>Projected Budget (1/1/68 To: 12/31/68)</th>
<th>Projected Budget (1/1/69 To: 6/30/69)</th>
<th>Total Budget (1/1/66 To: 6/30/69)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Salaries</td>
<td>$96,450</td>
<td>$112,100</td>
<td>$85,400</td>
<td>$46,300</td>
<td>$340,250</td>
</tr>
<tr>
<td>2. Allowances</td>
<td>3,726</td>
<td>3,236</td>
<td>3,236</td>
<td>1,615</td>
<td>11,813</td>
</tr>
<tr>
<td>3. Travel and Transportation</td>
<td>16,390</td>
<td>10,000</td>
<td>15,400</td>
<td>41,790</td>
<td></td>
</tr>
<tr>
<td>4. Other Direct Costs</td>
<td>4,495</td>
<td>13,200</td>
<td>4,200</td>
<td>2,100</td>
<td>23,995</td>
</tr>
<tr>
<td>5. Overload</td>
<td>27,940</td>
<td>32,923</td>
<td>24,002</td>
<td>13,189</td>
<td>98,054</td>
</tr>
<tr>
<td>6. Equipment</td>
<td>6,750</td>
<td></td>
<td></td>
<td></td>
<td>6,750</td>
</tr>
<tr>
<td>7. Participant Costs</td>
<td></td>
<td>30,585</td>
<td>32,000</td>
<td>62,585</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>GRAND TOTAL:</strong></td>
<td><strong>$155,751</strong></td>
<td><strong>$202,044</strong></td>
<td><strong>$148,838</strong></td>
<td><strong>$78,604</strong></td>
</tr>
</tbody>
</table>

**NOTE:** The above figures do not include the equipment which will be provided under the Primary Education Loan, nor do they include approximately $140,000 worth of PL 480 Local currencies which will be used to cover the items specified in Appendix D-III.
overhead shall be at a provisional rate of 33% of 'on-campus' salaries and wages and reimbursement for 'off-campus' overhead shall be at a provisional rate of 22% of 'off-campus' salaries and wages.'

**CONTRACT MODIFICATION: AMENDMENTS**

Contract No. AID/la-401 has been amended twelve (12) times since its inception. The latest amendment covers the period April 1, 1973 through March 31, 1974. These Contract Modifications have usually been required in order to provide additional funding but in several cases the Scope of Work has been altered.

**Amendment No. 2**

Amendment No. 2 deleted the pre-vocational program in its entirety and substituted in its place a commitment to add another normal school, "Manuel J. Calle" in Cuenca, as the third experimental teacher training center.

The very important question of who would provide the University of New Mexico field team with (1) office supplies and equipment, and (2) household equipment was resolved with the execution of Amendment No. 2.

The original contract stipulated that "The Cooperating Country will provide office space and office equipment." In

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Amendment No. 2 the wording was changed to read as follows:

II. Logistic Support
The Cooperating country or A.I.D. will provide the following logistic support:
(1) office space and equipment
(2) household equipment (U.S. personnel only)  

Amendment No. 3

The Scope of Work was not changed in Amendment No. 3, but there was a provision made committing UNM to provide the services of "a graphic arts, lay-out technician required in the performance of the textbook program for a period of six to nine months, as directed by USAID." Another clause in this amendment stipulated that "Overhead shall not apply to the salary of the graphic arts, lay-out technician."  

Amendment No. 4

Amendment No. 4 provided funding for an additional one-year period, but it did not include the cost of supplies for UNM's Ecuador office or costs of local travel and per diem for UNM's field staff, "all of which will be provided by USAID from other sources."  

91 Ibid.
Amendment No. 5

UNM received approval to add one (1) Teacher Education Specialist to the list of field staff in Ecuador under the provisions of Amendment No. 5.\textsuperscript{93}

Amendment No. 6

Amendment No. 6 carried the provision that, "Effective July 1, 1967 provisional overhead rates, applied to direct salaries and wages, shall be 36% 'on-campus' and 26.3% 'off-campus.'"\textsuperscript{94}

Amendment No. 7

The first major change in the Operational Plan appeared in Amendment No. 7, dated February, 1970. This modification in the Scope of Work placed major emphasis on the textbook program and detracted from the work to be done in the three experimental normal schools. It provided for some training at a fourth normal school. UNM's services would include, but not necessarily be limited to, the following:

1. Train administrators and writers from the Ministry of Education in the production and distribution of books, guides, and additional materials in the areas of modern mathematics, natural sciences and reading for grades 1 through 3 of primary schools and in the development of texts, guides and complimentary (sic) materials for other primary school subjects.
2. Assist in the development of in-service and

\textsuperscript{93} Contract No. AID/la-401, (Amendment No. 5), p. 1.

\textsuperscript{94} Contract No. AID/la-401, (Amendment No. 6), p. 2.
pre-service training programs for teachers in collaboration with Juan Montalvo Normal School for the utilization of primary textbooks and teaching guides.

3. Train Ecuadorean teachers to use new teaching methods.

4. Develop and institutionalize training programs for normal school professors, supervisors and primary school principals through Juan Montalvo Normal School.

5. Emphasize the development of a training program in educational research and experimentation.\(^{95}\)

Additionally, Amendment No. 7 changes the provisional overhead rates as follows:

<table>
<thead>
<tr>
<th>Period</th>
<th>On-Campus</th>
<th>Off-Campus</th>
</tr>
</thead>
<tbody>
<tr>
<td>3/1/70-6/30/70</td>
<td>36%</td>
<td>24%</td>
</tr>
<tr>
<td>7/1/70-12/31/70</td>
<td>31%</td>
<td>28%(^{96})</td>
</tr>
</tbody>
</table>

Amendment No. 8

The Scope of Work was again deleted in its entirety in Amendment No. 8. It was essentially the same as what had appeared in Amendment No. 7, but it added one other dimension; UNM was to "Train MOE personnel to assume the long term responsibility for primary training programs in the utilization of the MOE textbooks and teachers' guides."\(^{97}\) It also dropped the reference to "Juan Montalvo" Normal School in Quito.

Amendment No. 9

The Overhead issue was again treated in Amendment No. 9 and

\(^{95}\) Contract No. AID/la-401, (Amendment No. 7), p. 2.

\(^{96}\) Ibid., p. 3.

\(^{97}\) Contract No. AID/la-401, (Amendment No. 8), p. 2.
new rates were instituted as follows:

<table>
<thead>
<tr>
<th>Period</th>
<th>On-Campus</th>
<th>Off-Campus</th>
</tr>
</thead>
<tbody>
<tr>
<td>7/1/70-6/30/71</td>
<td>26%</td>
<td>22%</td>
</tr>
<tr>
<td>7/1/71-12/31/71</td>
<td>26%</td>
<td>22%</td>
</tr>
</tbody>
</table>

**Distribution Base:** Direct salaries and wages including allowances for vacations, holidays and sick leave, but excluding overtime premiums.

**Treatment of Fringe Benefits:** Fringe Benefits applicable to direct salaries and wages are treated as direct costs.98

**Amendment No. 10**

The textbook program goals which were reduced by Amendment No. 7 from grades 1 through 6 to grades 1 to 3 were expanded again to include grades 4, 5 and 6 under the provisions of Amendment No. 10, dated January 1, 1972.99 This amendment also provided for the addition of one Specialist in Teacher Education and Textbook Development, increasing the number of long-term technicians in the field from 2 to 3.100

**Amendment No. 12**

Amendment No. 12 which went into effect on April 1, 1973, but which had not yet been signed by the Contractor or the Contracting Officer as of June 13, 1973, specified that UNM's efforts in the

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98 Contract No. AID/1a-401, (Amendment No. 9), p. 3.
100 Ibid., p. 3.
textbook department will be curtailed, "'Primarily, the Contractor will utilize the services of short-term personnel for these services and the Contractor's in-country team will therefore provide minimal assistance to this department.'"\textsuperscript{101}

Interestingly enough, for the first time since the Contract was initiated in 1966, mention of a minimum language requirement appeared in Amendment No. 12; it specified that "'Prior to assignment overseas, for long-term personnel assigned to Ecuador, a Spanish language capability equivalent to S-4 and R-4 in accordance with Foreign Service Institute rating scale is required.'"\textsuperscript{102}

\textbf{SUMMARY}

In Chapter III a brief account of the emergence of the Ecuador Primary Education Loan Contract has been offered. The major elements of the Contract were extrapolated and presented for review. The Amendments to the Contract having a direct bearing on this Study were also presented.

\textsuperscript{101} Contract No. AID/1a-401, (Amendment No. 12), p. 2.

\textsuperscript{102} Ibid.
CHAPTER IV
IDENTIFICATION AND ANALYSIS OF COMMITMENTS AND CONTROLS

This chapter deals with the identification and analysis of some of the organizational commitments and controls emerging from the University of New Mexico's involvement in Ecuador. The emergence of these organizational commitments, e.g., UNM's willingness to expend funds for the activities of the Latin American Projects in Education before a contract is signed and legally binding, is significant because they have evolved in spite of the fact that The University of New Mexico has had to go outside the University to procure the services of the majority of the staff required to man its programs abroad.

Those commitments emanating from the Ecuador Primary Education Loan Contract are similar enough to those evolving from other contracts to permit a generalization of these. Because of the similarities, it was possible to incorporate into this study those components of the Brazil, Colombia, and Paraguay Contracts having a direct bearing on the specific commitment being examined in the Ecuador Contract.

In each case where a commitment was identified a brief sketch of actions and personalities was presented to provide the background information. The commitment was then examined in terms of the human resources required, the funding source, the pertinent organizational controls, and the resultant consequences.
Institutional Objectives

The University of New Mexico has been involved in providing technical assistance services to various Latin American countries since 1965 notwithstanding the fact that the University's Institutional Objectives specify that UNM's efforts shall be directed primarily at the State of New Mexico. The UNM Faculty Handbook reads that "the University has as its primary responsibility the task of serving the citizens of the State of New Mexico by offering the opportunity of a well-rounded education at the higher level."¹ The Institutional Objectives have not changed, but the programs have continued to expand.

Dr. Chester Travelstead, Academic Vice-President at UNM, stated that "the level and type of funding provided the University by the New Mexico State Legislature prohibits it from allocating monies for program development outside the State boundaries."² He further asserted that in those years, the late 1950's and early sixties, when Dr. Frank Angel was attempting to get the College of Education involved in Latin America, "the College was not willing or able to forego or detract from any of its ongoing programs on campus to get involved in Latin America."³ He declared, "It is

¹Faculty Handbook (Albuquerque: The University of New Mexico, Rev. 1969), p. 16.

²Statements by Dr. Chester Travelstead, personal interview, June 6, 1973. Permission to cite secured.

³Ibid.
ironic that UNM had less difficulty securing funds from the Federal Government for program development outside the country than it did obtaining funds for much-needed programs within the State." Travel-stead continued to describe how an initial personal commitment evolved into an organizational commitment:

Initially it was strictly a personal commitment on Frank Angel's part. He had consulted in various countries in Latin America and he could have personally capitalized on the situation, but pushed to get this involvement into the College of Education context because he did not want it to continue as an individual commitment.  

Human Resources

The University of New Mexico made a commitment to provide the human resources required to staff its field project in Ecuador. It later made this same commitment in Colombia, Brazil and Paraguay in that order. The focal point is the Ecuador Contract with the other contracts providing the data to further substantiate the particular commitment being examined. The human resource commitment was examined in three areas: 1) long-term technicians serving in Latin America, 2) short-term technicians serving in Latin America, and 3) campus backstopping staff at the University of New Mexico.

Long-term personnel serving in Latin America. On January 1, 1966, the University of New Mexico agreed to provide three techni-

4 Ibid.

5 Ibid.
cians to serve in Ecuador for a three-year period. It did not have the people to send there so it had to recruit all three technicians from outside the University. They were hired for the Ecuador assignment, but they were placed on the tenure-earning ladder with the understanding that their overseas tour count toward the fulfillment of their probationary period. A biographical sketch of each UNM long-term staff member on the Ecuador Contract follows.

Dr. John Aragón had been serving as Executive Secretary to the New Mexico School Boards Association; Dr. Dolores Gonzales was completing work toward her doctorate at Pennsylvania State University, and Dr. Harry Carlson was an assistant professor of education at the University of Oregon.

Payment of salary, allowances, and other benefits to Aragón, Carlson and Gonzales was not a critical problem because UNM had provided for these in the budget and there were enough assurances by AID that the contract would be consumated and UNM would be reimbursed for all these expenditures.

Dr. Aragón served as Chief of Party from March 1966 to August 1968. He returned to UNM as an assistant professor in the Department of Educational Administration.

Dr. Gonzales arrived at UNM in September, 1966 where she

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In the initial Ecuador Contract there was a provision for allowances to be paid in local currency and this condition was detrimental to the technicians because the money exchange rate caused the technicians to lose money. This problem was solved when Dr. Aragon insisted that allowances be paid in U. S. dollars and the change was made under provisions of Amendment No. 2.
helped prepare the Ecuadorian participants who were on campus during that period in the field of materials development. She served in Ecuador as a textbook specialist from July 1967 to July 1969. She returned to UNM as an assistant professor in the Department of Elementary Education.

Dr. Carlson served out his two-year tour as a technician in teacher education, but he did not receive a contract from UNM to teach on campus upon his return. He resigned in April, 1968 while still in Ecuador. The decision not to renew his contract was based on his performance in Ecuador.

UNM had initially committed itself to providing long-term technicians to serve overseas and had anticipated having to go outside its faculty ranks to recruit these three people. This commitment led UNM two years down a path that it had not anticipated traveling.

Replacing the first three members of the Ecuador staff found UNM again without the Spanish-speaking faculty and it was unable to find PhD's with the required language skills outside the University, so it was forced to hire non-UNM and non-PhD replacement personnel.

The institution therefore invoked its organizational control mechanisms by not making a commitment for future employment beyond the normal overseas tour because there would not be an organizational requirement for the specific professional skills involved. The next five replacements going to Ecuador were explicitly informed that UNM had no commitment whatsoever to them once they had served their
oversea tour. They were all classified as temporary fulltime staff. This same control mechanism was utilized with twelve other non-UNM staff hired to man UNM’s oversea projects in Colombia, Brazil and Paraguay. This factor has made recruiting one of the most difficult tasks for the Latin American Projects in Education directorship because the institution cannot commit itself to use the services of the technician recruited after the technician returns from abroad.

George A. González, who had been an elementary school teacher and principal in Texas, replaced Dr. Carlson in Ecuador in June, 1968. He served as a teacher education specialist until July, 1969 when he replaced Dr. Dolores Gonzales as the textbook specialist. The University of New Mexico classified him as a lecturer during his tour in Ecuador. González returned to UNM as a lecturer and also enrolled as a graduate student. He completed work for the Ph.D. degree in June, 1973 and he accepted an assistant professorship at Pan American University in Edinburgh, Texas.

The writer replaced Dr. Aragón as Chief of Party in July, 1968. He had been employed by the Albuquerque Technical-Vocational Institute prior to his departure for Ecuador. Upon completion of his oversea tour in June, 1970 he returned to work as assistant to the director of The Latin American Projects in Education. He also enrolled as a graduate student at UNM.

All long-term personnel in the Ecuador Primary Education Loan Project who had served abroad between 1966 to 1970, with the exception of Dr. Carlson, were re-employed by UNM on their return
to the United States.

The next six long-term technicians who went to work in Ecuador were not on the UNM faculty prior to their assignment abroad; they were also hired with no commitment by the University upon their return.

José A. Gandert arrived in Quito to serve as a teacher education specialist in April, 1970. In July he replaced the writer as Chief of Party and served in that capacity until June 30, 1973. Gandert was employed by the New Mexico Education Association before accepting the Ecuador position; he had also completed all the course work and had passed his comprehensive examinations for the doctoral program at the University of New Mexico. He has indicated an interest in completing the remaining requirements for the Ph.D. at UNM.

Miss Eustolia Pérez, an assistant professor of education at Pan American University in Edinburgh, Texas, was the person selected to replace George González in September, 1970. She has twice extended her tour and recently agreed to continue in Ecuador until June 30, 1974. The University of New Mexico, through Dr. Miles Zintz, has made overtures to Miss Pérez to accept a graduate assistantship in the Department of Elementary Education and to complete a doctoral program when she terminates her tour abroad.

Dr. Alberto Sandoval, a 1972 graduate from UNM, was selected to join Gandert and Pérez in June, 1972; he has been serving as teacher education/textbook development specialist and will finish his tour on June 30, 1974.
Table 3 shows a listing of the long-term technicians assigned to the Ecuador Contract from 1966 to the present time.

**Funding.** Funding for the Ecuador long-term personnel has come entirely from project monies. UNM has not had to subsidize any portion of this contract.

**Controls.** In very general terms the one organizational control which has created very serious problems for the Latin American Projects in Education has been the one related to the University's unwillingness to giving the long-term technician faculty status with presumption to tenure when the technician returns from abroad. This makes recruiting a very difficult task because the prospective candidate is not willing to give up his tenured position with his present employer to represent the University of New Mexico abroad for two years. He is then faced with the possibility of returning home to a period of unemployment or to a lesser position than he had when he left.

**Consequences.** The exclusive use of non-UNM personnel to staff all the positions in Ecuador since 1968 was totally unanticipated. Frank Angel and John Aragón thought that they could develop competence in the Spanish language in the COE tenured faculty to serve as replacements in Ecuador when the first three technicians finished their tour. They were also of the opinion that the College of Education would have the vision to hire faculty in the future who would have the skills to serve overseas with the LAPE. Neither
<table>
<thead>
<tr>
<th>Name</th>
<th>Previous Employer</th>
<th>Assignment</th>
<th>Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>John Aragón</td>
<td>New Mexico School Boards Association</td>
<td>Chief of Party</td>
<td>3-18-66 to 8-8-68</td>
</tr>
<tr>
<td>Harry Carlson</td>
<td>University of Oregon School of Education</td>
<td>Teacher Education Specialist</td>
<td>3-29-66 to 3-30-68</td>
</tr>
<tr>
<td>José A. Gandert</td>
<td>New Mexico Education Association</td>
<td>Chief of Party</td>
<td>4-1-70 to 6-30-73</td>
</tr>
<tr>
<td>Dolores Gonzales</td>
<td>University of New Mexico Faculty</td>
<td>Textbook Specialist</td>
<td>7-11-67 to 7-30-69</td>
</tr>
<tr>
<td>George A. González</td>
<td>Inter-American Education Center, San Antonio, Texas</td>
<td>Curriculum Specialist/Textbook Consultant</td>
<td>6-68 to 6-30-70</td>
</tr>
<tr>
<td>Ambrosio J. Ortega</td>
<td>Albuquerque Technical-Vocational Institute</td>
<td>Chief of Party/Teacher Education Specialist</td>
<td>6-19-68 to 6-30-70</td>
</tr>
<tr>
<td>Eustolia Pérez</td>
<td>Pan American College</td>
<td>Textbook Development/Teacher Ed. Spec.</td>
<td>8-24-68 to 6-30-74</td>
</tr>
<tr>
<td>Albert Sandoval</td>
<td>UNM Graduate Student</td>
<td>Teacher Education/Textbook Dev. Spec.</td>
<td>6-12-72 to 6-30-74</td>
</tr>
<tr>
<td>Frank Torres</td>
<td>Albuquerque Public Schools</td>
<td>Chief of Party/Teacher Education Specialist</td>
<td>6-1-73 to 12-31-74</td>
</tr>
</tbody>
</table>
of these expectations were fulfilled and this void carried over to the other contracts as well.\(^7\)

In 1968 UNM sent its first technicians to work on the Colombia Contract. The team's headquarters were in Bogotá.

The Colombia Contract had a total of eleven field technicians assigned to it during the period 1968 to 1971. Nine of the team members were non-UNM personnel. Table 4 summarizes the long-term assignments to the Colombia Contract.

Dr. Paul V. Petty was the Chief of Party having replaced James Theodores who had been acting in that capacity. Dr. Petty was a full professor with tenure at UNM although at the time of his selection to head the Colombia Contract he was on leave from UNM. He returned to the University after he finished his tour in 1971.

Mr. Robert Ruíz-Esparza, a non-UNM curriculum specialist from the New Mexico State Department of Education, was offered an assistant professorship with presumption to tenure when he accepted the Colombia assignment. He returned to the University in the Fall of 1970 as an assistant professor in the Department of Secondary Education. After having been in that department for two academic years, he was granted a two-year leave of absence in June, 1972 to serve as a curriculum technician with the UNESCO Mission in Ecuador. The University of New Mexico granted him tenure on July 1, 1973 during his leave of absence. Mr. Ruíz-Esparza's case was a very

\(^7\)Information obtained from Dr. John A. Aragón, July 6, 1973.
<table>
<thead>
<tr>
<th>Name</th>
<th>Institution/Title</th>
<th>Position</th>
<th>Start Date</th>
<th>End Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nicholas Abeyta</td>
<td>University of New Mexico Staff</td>
<td>Guidance &amp; Counseling Specialist</td>
<td>9-1-68</td>
<td>8-31-70</td>
</tr>
<tr>
<td>Thomas Arciniega</td>
<td>University of New Mexico Doctoral Student</td>
<td>Administration and Extension Serv. Spec.</td>
<td>9-1-69</td>
<td>1-31-71</td>
</tr>
<tr>
<td>Elias Bernal</td>
<td>El Paso Public Schools</td>
<td>Secondary School Admin. Specialist</td>
<td>1-1-70</td>
<td>12-70</td>
</tr>
<tr>
<td>Raymond S. Braine</td>
<td>San Francisco State College</td>
<td>Teacher Education Specialist</td>
<td>10-15-68</td>
<td>6-5-70</td>
</tr>
<tr>
<td>Louis A. Dahmen</td>
<td>University of New Mexico Staff</td>
<td>Teacher Education and Guidance</td>
<td>7-1-68</td>
<td>1-31-71</td>
</tr>
<tr>
<td>Robert Ruíz-Esparza</td>
<td>New Mexico State Department of Education</td>
<td>Curriculum Specialist</td>
<td>9-1-68</td>
<td>8-31-70</td>
</tr>
<tr>
<td>Ernest Gurulé</td>
<td>Office of Economic Opportunity, S. W. Migrant Assoc.</td>
<td>Administration &amp; Organization Advisor</td>
<td>9-1-68</td>
<td>8-31-70</td>
</tr>
<tr>
<td>Paul Petty</td>
<td>UNM Leave of Absence to SWCEL</td>
<td>Chief of Party</td>
<td>2-1-69</td>
<td>1-31-71</td>
</tr>
<tr>
<td>Ramón Rodríguez</td>
<td>Española Municipal Schools</td>
<td>High School Admin. and Supervision</td>
<td>5-15-70</td>
<td>12-31-70</td>
</tr>
<tr>
<td>Raúl E. Ruipérez</td>
<td>UNM Staff</td>
<td>Higher Education Spec.</td>
<td>6-1-70</td>
<td>12-31-70</td>
</tr>
<tr>
<td>James Theodores</td>
<td>Council of Educational Facility Planners</td>
<td>School Plant Planning Advisor</td>
<td>9-1-68</td>
<td>3-20-70</td>
</tr>
</tbody>
</table>
special one. Dr. Robert Doxtator, Chairman of the Department of Secondary Education, explained:

We at UNM had known Bob for many years. He had studied at this University. We had observed his work as a teacher and administrator in Bernalillo and Albuquerque. Later when he went with the New Mexico State Department of Education in Santa Fe as a curriculum specialist we had an opportunity to work very closely with him and we were highly impressed with his professional skills. In 1968 we needed those skills on campus and with the Colombia Project so we offered him the job.8

Dr. Lewis A. Dahmen was serving his probationary period at UNM when he accepted his assignment to Colombia. He served his tour abroad and returned to his duties in the Department of Educational Foundations.

The remaining eight team members of the Colombia Contract dispersed in various directions after having finished their respective assignments. James Theodores accepted a position with the World Bank while Raymond S. Braine returned to California; Nicholas Abeyta accepted a position at Arizona State University for one year and then came to UNM to direct an EPDA Project to train public school counselors; Thomas Arciniega accepted an assistant professorship with the University of Texas at El Paso; Raúl Ruízpérez was hired as a staff assistant with the Latin American Projects in Education at UNM; Elias Bernal worked part time with the LAPE and started his doctoral studies at UNM; Ramón Rodríguez worked full

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8 Information obtained from Dr. Robert Doxtator, Chairman, Department of Secondary Education, COE, UNM, July 5, 1973. Permission to quote secured.
time as staff assistant in the COE’s Cultural Awareness Center and
enrolled at UNM as a doctoral student in educational administration;
and Ernest Gurulé went to work with the Albuquerque Public Schools.

UNM had not had any activity in Paraguay since 1966 when the
Paraguayan Participants returned home after having spent one year
on campus. In 1971 the University sent two technicians to Asunción
to provide technical services to the Ministry of Education in the
areas of Educational Administration and Curriculum Development. Un-
like the Ecuador and Colombia Contracts, this project in Paraguay
was funded by the Paraguayan government and not by AID. Table 5
presents a list of the technicians assigned to the Paraguay Contract.

The two technicians who staffed the Paraguay Contract were
non-UNM personnel but both had served on the Colombia Contract.

Ernest Gurulé was assigned as Chief of Party/Curriculum
Development Specialist from 1971 to 1973. He has been offered a
position with the Cultural Awareness Center and anticipates enrolling
in the graduate school to work on the doctorate.

Elias Bernal served as the Educational Administration Spe-
cialist from 1971 to 1973 in Paraguay. He has been offered a
graduate assistantship in the Department of Educational Administration
while he finishes his doctoral studies at the University of New
Mexico.

The two replacements for Gurulé and Bernal will apparently
be non-UNM personnel. Mr. Norbert C. López, former Superintendent
of the Española School District and presently working in Panamá
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<th>Name</th>
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<th>Assignment</th>
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<td>Graduate Student</td>
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<tr>
<td>Carolina Acosta-</td>
<td>Graduate Student, Pennsylvania State Univ.</td>
<td>Curriculum/Teacher Education Spec.</td>
<td>9-1-73 to 8-31-74*</td>
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<td>González</td>
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*If AID extends the present contract, these two technicians have an option to extend their tour for one additional year beyond 1974.
with Development Associates from Washington, D. C., has been offered the Chief of Party/Educational Administration position in Paraguay. Miss Carolina Acosta-González is the prime candidate for the Curriculum Development/Teacher Education position in Paraguay. She is a Paraguayan doctoral student (1973) at Pennsylvania State University presently living in Canada. She worked as assistant professor of elementary education at UNM from 1971 to 1973. The long-term personnel for the Paraguay contract are shown in Table 5.

The Brazil Contract was staffed by two field technicians. Dr. John Hansen was a professor at the University of Oregon and he resigned that position to accept the University of New Mexico's offer to serve in Brazil. He served a two-year tour and then accepted a position with the University of Florida in Tallahassee. Dr. George Stoumbis had been at UNM for one year when he was recruited to be the Chief of Party for UNM's project in Brazil. He requested that his two years abroad count toward tenure, but the Department of Secondary Education denied his request because he had only been at the University for one and one-half years and the Department was not involved in the Brazil Project. Table 6 provides a summary of the long-term assignments to the Brazil Contract.

The fact that only one out of twenty-six long-term technicians who have served, or are serving abroad, has had tenure at the University of New Mexico at the time of selection for oversea assign-

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9 Ibid.
ment indicates that individual faculty members of the College of Education have not possessed the required skills to serve with the University of New Mexico in Latin America. Its members have been unwilling or unable to participate in its overseas projects. Having to learn Spanish, in the case of the monolingual faculty, or having to leave a secure campus position, in the case of the bilingual faculty, appears to have been factors which contributed to their reluctance to serve abroad.

Since 1966 only three of its regular (non-project) faculty members have served abroad with the LAPE. All were monolinguals; and two have acquired a degree of fluency which permits them to teach in a language other than English.

When Frank Angel began his Latin American campaigns in the late 1950's and early 1960's, he and Horacio Ulibarrí were the only two full-time Spanish-surnamed members on the College of Education faculty in tenure-earning positions. By the Fall Semester 1972-1973 this number was at nine—John Aragón, Ignacio Córdova, Dolores Gonzales, Mari-Lucí Jaramillo, Leopoldo Macias, Robert Ruíz-Esparza, Rodolfo Serrano, Rupert Trujillo, and Horacio Ulibarrí. Of these eight, only two, Drs. John Aragón and Dolores Gonzales, had served long-term tours in Latin America.

Functions and dysfunctions. The University of New Mexico's

10 Information obtained from the Dean's Office, COE, UNM, June 28, 1973.
commitment to provide long-term personnel to serve in Latin America has resulted in the following functional consequences: 1) the hiring of a large number of non-UNM personnel to man its projects abroad has allowed UNM to utilize the services of a large pool of professionals who otherwise would not have had any direct opportunity to provide professional contributions to the Institution; 2) it has provided an opportunity for nine (Aragón, D. Gonzales, M-L Jaramillo, Ruíz-Esparza, Bernal, Gurulé, R. Rodríguez, Ortega, G. González) Spanish-surnamed individuals to obtain employment at UNM through the "back door"—namely the LAPE; 3) it has provided an opportunity to many long-term technicians to enroll in the Graduate School and at the same time hold project-related jobs to help finance their studies upon their return from their service abroad; 4) it gave UNM the opportunity to show that it did indeed hire minority group members during the era of the "troubled sixties" when Federal quotas had to be filled; 5) it has provided UNM with a relatively large pool of bilingual-multicultural resources it would not have obtained otherwise; 6) UNM's involvement abroad has built for it a good professional reputation in Latin American educational circles; 7) this commitment has gained many friends in hostile lands for the United States, the State of New Mexico, Albuquerque, and the University.

Some of the dysfunctional consequences resulting from UNM's practice of recruiting and hiring non-UNM personnel almost exclusively to serve in Latin America are enumerated below: 1) the
University of New Mexico technician in the host country finds himself in a situation where he is formally representing the institution, but in the majority of cases he has had few, if any, close relationships with the university he is supposed to be representing; 2) when UNM initiates a program abroad, it commits itself to provide technicians with very specific skills and a more practical as opposed to a more theoretical professional background. UNM formally and informally recruits for these skills and background, but the University cannot assure the technicians that these same professional skills and background can be utilized by the University of New Mexico in its academic programs on campus upon the individual's return from abroad. This condition forces UNM to hire "temporary" personnel in all cases except in those very rare situations where the technician is already a member of the University faculty; and 3) the fact that the technician going to Latin America on assignment with UNM does not necessarily need the doctoral title presents a recruiting problem because UNM's organizational control measures require that this same individual possess the doctorate if he has any aspirations of joining the UNM/COE faculty upon his return to the United States.

Short-term personnel serving in Latin America. Almost every year for the past seven and one half years the University of New Mexico has provided short-term consultants to the Ecuador Contract. A total of twenty-six consultants have provided services to the
Ecuador Contract. Some of these people have returned as many as four times throughout the life of this contract. The tours have ranged from one week to six months. Table 7 shows a summary of these short-term assignments.

Mr. Orlando Stevens, a graphic arts technician from the Albuquerque Technical-Vocational Institute, served as a layout consultant to the Textbook Department of the Ministry of Education from October, 1968 to April, 1969. His tour has been the longest short-term assignment made to the Ecuador Contract. Stevens was hired by the COE's Cultural Awareness Center when he returned to New Mexico and this permitted him to enroll as an undergraduate student at UNM. He completed the requirements for the B. A. degree in January, 1971 and received his M. A. degree in December of the same year. He has now completed all the coursework for the doctorate in secondary education and has accepted a position with the Española Technical Vocational Institute.

Dr. Mari-Luci Jaramillo, who was the first non-UNM professional hired to help Dr. Angel in 1964 with the campus backstopping services, has also been used as a short-term consultant in Ecuador on numerous occasions. She received her doctorate from UNM in 1970 and is currently serving as Chairman of the Department of Elementary Education at the University.

Dr. Miles Zintz, professor of elementary education at UNM, has been one of the most widely used short-termers in the Ecuador Contract. In 1965 when he and Dr. Angel went to Quito from Bogotá
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<td>Harold Drummond</td>
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<td>Miles Zintz</td>
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to make the very first person-to-person contact with the Ministry of Education and USAID officials, Dr. Zinz paid his own air fare from Cali, Colombia to Quito and return because the College of Education was unable to pay his way from COE or UNM funds.\textsuperscript{11} Dr. Zinz spent the sabbatical year 1963–1964 in San José, Costa Rica where he studied the Spanish language and did some work with Costa Rican educators. When Dr. Angel found himself with a group of Paraguayan teachers on campus in 1965 and no Spanish-speaking faculty, he asked Dr. Zinz to teach methodology courses in Spanish to the Paraguayan Participants. He complied, but his skills in Spanish were extremely limited. Dr. Zinz later studied Spanish at the Language School, "Centro Intercultural de Documentación" (CIDOC), in Cuernavaca, México, and is now proficient enough to conduct all his lectures in Spanish.

The University of New Mexico has consistently done an excellent job of providing Spanish-speaking consultants to the Ecuador Contract. Dr. Keith Auger, UNM Department of Elementary Education, has been invited to serve as a consultant in Quito on at least four occasions. He does not speak Spanish but his expertise makes him a much-sought-after person for the teacher education assignments in Ecuador. The need for an interpreter for Auger always causes discord in the USAID Mission. With the exception of Dr. Auger,

\textsuperscript{11} Statement made by Dr. Miles Zinz, personal interview, January 24, 1973.
the University of New Mexico has not sent one consultant to Ecuador since early 1968 (the project started in 1966) who has not been fluent in Spanish; consequently, when Dr. Auger is invited to serve as a consultant, the USAID Education Division officials verbally chide the University of New Mexico's Chief of Party for sending non-Spanish-speaking consultants on short-term assignments to Ecuador.

Dr. Dolores Gonzales and George González have served extensively as short-term consultants to the Ecuador Contract. The two years of experience they each had as members of the Ecuador field team make them the most-frequently-requested consultants by USAID, the Ministry of Education, and the University of New Mexico field team.

Between 1966 and 1968 professors Horacio Ulibarri, David Darling, Harold Drummond, and Wilson Ivings from the College of Education faculty also served as short-term consultants to the Ecuador Project.

Two UNM staff members have also been called upon to lend their expertise to the Contract on short-term assignments. Mr. Robert Blailock helped Dr. Aragón in the early days with the Program's accounting and bookkeeping procedures and Mr. Henry Almagro spent about two weeks in the Textbook Department of the Ministry of Education photographing to prepare color slides of the first

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12 Before joining the UNM faculty, Dr. Gonzales had twelve years of long-term experience in various countries throughout Latin America as an elementary education specialist with AID.
grade books in science, reading, and mathematics.

A total of twelve non-UNM people have served as consultants to the Ecuador Contract since its inception in 1966. Several of these have returned to Ecuador on repeated occasions.

Dr. Willie Sánchez, Vice President of New Mexico Highlands University, has served as a mathematics consultant to the Ecuador Contract on numerous occasions. His participation in the Latin American Projects in Education dates from August, 1965 when he made professional contributions to the Paraguayan Participant Project.

Although Dr. Raúl Ruíz Pérez initially was considered a UNM staff member, he recently returned to his native Argentina to satisfy a commitment he made to the Fulbright Commission when he came to the United States as a Fulbright Scholar. He has served as a short-term consultant to the Ecuador Contract on four separate occasions and he is there at the present time helping with a teacher training seminar.

Others who have served as consultants to the Ecuador Contract are listed below by name, specialty, and employer. These are: Edith Baca, science, school teacher; María Spencer, reading and curriculum, Silver City Public Schools; Arturo Chapa, science, educational consultant, Texas; Robert Gallegos, reading, UNM doctoral student; Vic-

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13 Ruíz Pérez was a member of UNM's Colombia Project in 1970. He and his wife María Alicia served as short-term consultants to the Paraguay Contract for a period of approximately nine months in 1972.
toria Sánchez, textbook development, textbook consultant, Washington, D. C.; Nicolás P. Abeyta, human growth and development and reading, private educational consultant; Alex Peralta, mathematics, Albuquerque Public Schools (APS); Frank Torres, science, Albuquerque Public Schools; Dora Clarke, science, Albuquerque Public Schools; Delfino Valdez, counseling and guidance, Albuquerque Technical Vocational Institute; Ausencio Romero, science, Albuquerque Public Schools; and Reynaldo Mejía, micro-teaching, UNM graduate student. Table 7 on pages 95-97 presents a more detailed breakdown of the short-term assignments to the Ecuador Contract.

The requirement for short-term consultants for the Colombia Contract resulted in UNM sending nineteen people from New Mexico to supplement the work of the field technicians. Table 8 summarizes these assignments.

The Paraguay Contract stipulated that the short-term con-

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14 Mrs. Sánchez had worked with Barlow and Angel in Santa Fe, New Mexico and later worked with AID in Community Development Projects in Nicaragua and Honduras. From 1961 until she retired she was the director, textbook program for ROCAP, San Salvador, El Salvador.

15 Abeyta served a long-term tour with the Colombia Contract from September, 1968 to September, 1970. In December, 1971 he and Dr. Ignacio Córdova taught two courses in Bogotá to a group of ex-participants who were finishing the requirements for the M. A. degree from UNM.


17 Mejía was replaced by Dr. Lewis A. Dahmen one month before Mejía was scheduled to report to Quito.
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<td>Albuquerque Technical Vocational Institute</td>
<td>Technical-Vocational Education</td>
<td>3-3-69 to 4-3-69</td>
</tr>
<tr>
<td>John Sanchez</td>
<td>Albuquerque Public Schools</td>
<td>Industrial Education</td>
<td>2-22-70 to 3-20-70</td>
</tr>
<tr>
<td>Frank Torres</td>
<td>Albuquerque Public Schools</td>
<td>Science</td>
<td>2-22-70 to 3-20-70</td>
</tr>
<tr>
<td>Benjamin Trujillo</td>
<td>Pojoaque High School</td>
<td>Mathematics</td>
<td>2-22-70 to 3-20-70</td>
</tr>
<tr>
<td>Atilano Valencia</td>
<td>SWECL</td>
<td>Scheduling</td>
<td>2-22-70 to 3-20-70</td>
</tr>
</tbody>
</table>
sultants spend a minimum of nine months in Paraguay because the Ministry of Education insisted that the price ($850.00) round-trip ticket from Albuquerque was prohibitive. The nine month stipulation proved to be unrealistic because of the difficulty encountered in recruiting consultants by asking them to leave their permanent positions for an extended period. The initial requirement was finally adjusted downward and UNM was able to provide the short-term services required. A break down of the short-term assignments to Paraguay is given in Table 9.

**Funding.** Money for funding the short-term personnel commitment has all been generated by the Ecuador Primary Education Loan Contract. The University has not had to use any of its financial resources for this component of the Contract.

**Controls.** An organizational control which has consistently impeded the smooth operation of recruiting practices for short-term consultants has been UNM's regulation which limits the number of days a faculty member may consult during the month. The COE Administration has been very cooperative in dealing with those cases where an exception to the regulation has been required in order to provide the best possible consultant services to the Ecuador Project.

Another organizational control has emerged lately which prohibits the advance payment of per diem or travel to any member of the faculty or staff. Purchasing a $480.00 round trip ticket to Ecuador and paying an additional $300.00 in living expenses creates
<table>
<thead>
<tr>
<th>Name</th>
<th>Previous Employer</th>
<th>Assignment</th>
<th>Period</th>
</tr>
</thead>
<tbody>
<tr>
<td>José V. Alvarez</td>
<td>Ministry of Education</td>
<td>Textbook Production</td>
<td>3-31-72 to 7-1-72</td>
</tr>
<tr>
<td></td>
<td>Republic of Colombia</td>
<td></td>
<td>3-22-73 to 12-15-73</td>
</tr>
<tr>
<td>Phillip Gonzalez</td>
<td>Albuquerque Public Schools</td>
<td>School Finance</td>
<td>7-30-72 to 9-1-72</td>
</tr>
<tr>
<td>John Mondragón</td>
<td>Bernalillo Public Schools</td>
<td>Agricultural Education</td>
<td>5-31-72 to 9-1-72</td>
</tr>
<tr>
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<td>Albuquerque Public Schools</td>
<td>Mathematics</td>
<td>7-2-72 to 9-4-72</td>
</tr>
<tr>
<td>Elena Rodríguez-Mena</td>
<td>Albuquerque Public Schools</td>
<td>Linguistics</td>
<td>6-4-72 to 9-1-72</td>
</tr>
<tr>
<td>María A. Ruipérez</td>
<td>UNM</td>
<td>Counseling &amp; Evaluation</td>
<td>7-16-72 to 1-6-73</td>
</tr>
<tr>
<td>Raúl E. Ruipérez</td>
<td>UNM</td>
<td>Teacher Training</td>
<td>7-16-72 to 12-22-72</td>
</tr>
<tr>
<td>Louis E. Saavedra</td>
<td>Albuquerque Technical</td>
<td>Technical-Vocational</td>
<td>7-30-72 to 9-1-72</td>
</tr>
<tr>
<td></td>
<td>Vocational Institute</td>
<td>Education</td>
<td></td>
</tr>
</tbody>
</table>
a financial hardship on the short-term candidate. The price of a round-trip air ticket (economy fare) to Asunción is $880.00 and living expenses for a sixty day short-term tour to that country amount to approximately $1,200.00. This organizational control forces the consultant to make an outlay of $2,080 from his personal funds. Very recently this control was somewhat relaxed by Mr. Perovich the Vice-President for Business and Finance and the LAPE office is now permitted to purchase the round-trip ticket for the consultant provided a written request is submitted well in advance. The payment of a per diem advance is still not permitted. This exemplifies the inappropriateness of some of UNM's rules and regulations to an oversea operation.

Consequences: functional and dysfunctional. Some of the functional consequences of UNM's commitment to provide short-term consultants are enumerated below: 1) making use of a large number of technicians has provided the College of Education with a large human resource pool from which to draw and additionally these individuals have provided many hours of instruction to participants on campus; 2) the repeated use of many of the short-term personnel has given the program a sense of continuity and the LAPE staff has not had to spend so much time orienting the consultants prior to their travel to Latin America; 3) the repeated use of these consultants has given the University of New Mexico a high degree of credibility with the host countries and the USAID Missions because these persons have become well known and they have built a good
professional reputation abroad for the University; 4) the limited use of graduate students as short-term consultants overseas has given these students an opportunity to add an international dimension to their training and background.

The dysfunctional consequences related to the University's commitment to provide short-term personnel to work in Latin America are as follows: 1) the University of New Mexico has sent so many Spanish-speaking consultants on short-term assignments to Ecuador that it is virtually impossible to convince the Ministry of Education and USAID Mission officials than non-Spanish-speaking consultants should be invited to participate occasionally even if this would require the services of an interpreter, (The University of New Mexico's ability to deliver Spanish-speaking personnel has been so great that host country, and more specifically USAID, expectations now prohibit the utilization of English speakers who could accomplish the task just as effectively); 2) the use of non-UNM personnel requires a great deal of orientation prior to departure and this has to be done after working hours because the candidate is usually employed by the public schools and cannot get away from his duties during normal working hours; 3) some of the candidates do not live in the Albuquerque area and often they have to go overseas with little or no orientation because the LAPE office does not have funds to pay for in-state and out-of-state travel and per diem in order to accomplish this orientation.

Campus backstopping staff. Campus backstopping services
are a necessary and important component to any university technical assistance contract. Admittedly, many of the services required are provided by the regular University of New Mexico staff and faculty, but the peculiar and unique conditions of supporting several overseas operations simultaneously, of providing accommodations, of providing an academic and social life to groups of non-English-speaking participants, and of receiving and entertaining all levels of visiting Latin American dignitaries, requires a very creative, aggressive, tolerant and flexible staff.

Dr. Angel was named Director of the Paraguayan Participant Training Project in January of 1965. On November 9, 1965 Dean Travelstead appointed him Chairman of the Committee on Latin American Projects. The committee included the following faculty members: Professors Ivins, Petty, H. Ulibarri, Seidler and Zintz. The Dean viewed the committee's responsibilities in general as follows:

1) Identify and clarify possible projects in which the College of Education, either separately or in conjunction with other divisions of the University of New Mexico, might render educational service to any of the countries in Central and South America.
2) Recommend to the Office of the Dean of the College persons who, in the eyes of the committee, should be involved in such projects.
3) Recommend budgets for carrying out projects finally agreed upon.

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18 It is the writer's opinion that Dr. Frank Angel, and later Dr. Blood and the writer, have been very fortunate in having been able to secure the services of a good staff to handle the administration and logistics of an operation such as required by the LAPE.
4) Take whatever steps are necessary to orient the faculty and field staff to be involved in these projects.  

Additionally, Dean Travelstead reminded the committee that they should keep the College of Education faculty informed of all decisions made with respect to the Latin American Projects.

Dr. Angel was given an additional appointment on September 1, 1967 directly related to the Latin American Projects. Dean Travelstead in the Annual Report of the College of Education wrote: "a) Dr. Frank Angel was appointed Assistant Dean of the College, for Special Programs and Projects."

Mari-Luci Jaramillo was the first non-UNM professional hired by Angel to assist him with the Paraguay Participant Training Project on February 1, 1965. She was given the title of "Lecturer" in the Department of Educational and Administrative Services.

Gladis Maresma was the second full time person hired by Angel. She served as a bilingual secretary and translator. Ms. Maresma worked in that capacity for several years. She left the

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19. Official memorandum from Dr. Travelstead to members of the committee, November 9, 1965.

20. Ibid.


22. In a telephone conversation with Dr. Jaramillo on June 21, 1973, she explained to the writer that she had been hired by UNM on December 14, 1964 but she did not receive any compensation for the period December 14, 1964 to January 31, 1965. She stated that this could have been due to the Christmas vacations and the semester break. She signed a twelve-month contract with UNM.
projects for several months and was replaced by Norma Beasant. Ms. Maresma returned on a full time basis again in 1971 and is presently the administrative secretary to the LAPE.

The campus backstopping staff fluctuated with the needs of the various programs. In the Paraguay Participant Training Project of 1965, for example, the number varied from the three mentioned previously during the first month of operation to eleven during the seventh month. This included the project director, his assistant, bilingual secretary, professors, instructors, and translators. This fluctuation has been observed throughout the life of the projects.

The nature of the projects require fluctuation in the size and make up of the campus backstopping staff but there have been times when staffing has had to be reduced to a point below an efficient operating level. Two examples of this dysfunction are described below. In 1970 when the writer was named assistant director of the LAPE, the director, Dr. Frank Angel, accepted a half-time position as a consultant with the Albuquerque Public Schools. This allowed him to keep the assistant director because the LAPE was not generating enough funds to pay both salaries. On July 1, 1972 Dr. Heriberto Jaramillo was hired as assistant director to the LAPE. The Dean of the College of Education agreed to commit money to pay his salary in the event that the projects did not generate enough funds to pay him. This action was not necessary because the LAPE was able to pay his entire salary from July 1, 1972 through June 30, 1973. At the present time this affluent condition does not exist
and Dr. Jaramillo was given a contract for 1973-1974 with a clause
which reads that the validity of said contract is contingent upon
the availability of project monies to pay his salary. The College
of Education Administration informed the LAPE acting director that
it does not have the funds to commit to Dr. Jaramillo's salary.
The Department of Educational Administration where he holds his
temporary faculty appointment did not offer to help out in this
case because, according to its chairman, it too was short of funds.

The campus backstopping for the Ecuador Project has also
fluctuated greatly with the arrival and departure of participant
training groups. Except for Angel who was director from 1965 until
August 31, 1971, Enrique Almagro has been the only other person on
the staff with any semblance of continuity. He was hired as secre-
tary/translator in August, 1966, and he now holds the title of
administrative assistant. All other personnel assignments have
been of a temporary nature. Dr. Ronald E. Blood, then chairman of
the Department of Educational Administration, became Acting Director
when Angel was appointed President of New Mexico Highlands Uni-
vity on September 1, 1971. The writer was named Acting Director
on July 1, 1972. Dr. Heriberto Jaramillo, an ex-participant from
Colombia and UNM Ph.D. graduate (1972), was appointed Assistant
Director with a temporary faculty appointment in the Department of
Educational Administration.

Because the Office of Latin American Projects in Education
is a service unit and not an academic entity, it does not possess
the capability of providing instructional services to participants who come on campus for training nor can it provide short-term consultants for overseas assignments. The LAPE must utilize, to a high degree, the resources of the College of Education, other UNM divisions, the public schools, and several other educational agencies; the Latin American Projects in Education Office is the vehicle through which these resources are activated for the solution of educational problems confronting many of the Latin American countries.

**Funding.** In the seven and one-half years since the University of New Mexico has been working in Latin America the Ecuador Primary Education Loan Contract alone has generated $1,094,718.00 in project monies. Overhead collected by UNM through March 31, 1973 amounted to $143,524.00.²³

On July 8, 1968 the University of New Mexico Central Administration set up a Special Salaries Account for the LAPE. This account was to be funded by returned tuition monies from the various participant training programs.²⁴ The writer was not able to determine from the records the exact amounts transferred to this account by 1971, but he did determine that by 1971 this account had a deficit balance of $24,640.75. In May, 1972 the Central Administration transferred $19,341.00 (Brazil Participants, $9,765.00; Ecuador


²⁴ UNM Office memorandum from R. V. Blailock to Frank Angel, July 8, 1968.
Participants, $2,835.00; and Colombia Masters Thesis Program, $6,741.00) to the account leaving a deficit balance of $5,779.75.\textsuperscript{25} The return of tuition fees to the LAPE account from the Paraguayan Participant Training Program (1972) resulted in a $20,079.62 credit balance. These monies have been used partially for program development, but the largest amounts have been utilized to pay salaries not covered by the projects. There was a credit balance of $8,644.09 in this account (now labeled as the LAPE account) as of July 31, 1973.\textsuperscript{26}

The College of Education did not provide any State Budgeted money for campus backstopping salaries until July 1, 1972 when it agreed to pay fifty percent of the director's salary from the Department of Educational Foundations in order to insure instructional benefits to the COE curriculum. This commitment was extended for one additional year beginning July 1, 1973.

\textbf{Controls}. The organizational controls affecting UNM's commitments to campus backstopping have already been discussed under the long and short-term consultants. In essence, most of the conflicts occur when UNM continues to apply its everyday controls to an overseas operation. UNM's Contract and Grant Administration

\textsuperscript{25} LAPE Office memorandum from Henry Almagro to Ambrosio J. Ortega, July 31, 1972.

\textsuperscript{26} UNM "Detail Transaction Register," for period ending July 31, 1973.
Office does not permit the LAPE to sell the materials it translates because the money for these materials has come from project funds; the LAPE cannot build a reserve fund to translate other materials, but there is no UNM hard money to solve these predicaments.

Consequences: functional and dysfunctional. The campus back-stopping commitment has always been clearly identifiable. One of the selling points UNM has used in seeking and negotiating its technical assistance contracts in Latin America has been the strong campus backstopping services provided by the College of Education through its LAPE. Some of the identifiable functional consequences of this commitment are: 1) the growth at UNM of a relatively big human resource pool of instructors for the numerous participant training groups that have been on campus since 1965; 2) the growth in the Albuquerque area of a relatively large group of teachers, administrators, counselors, and technicians that regularly contributes instructional services to the participant training programs at UNM; 3) the LAPE office has been able to use the services of faculty and staff from UNM's other Colleges, departments, and divisions, who otherwise would not be able to contribute their talents to an international program; 4) participation in these programs has given many people the opportunity to earn extra money to supplement their income; 5) participation in these backstopping activities has provided several UNM staff and faculty numerous opportunities to make their contribution to international education without having to leave campus and
jeopardize their status within their respective departments; 6) as a direct result of classroom interaction, several of the instructors have invited participants to their homes and this factor has gained many friends for them in Latin America; 7) many educational materials have been directly translated or adapted for translation as a result of UNM's campus backstopping efforts; and 8) this commitment has allowed several UNM graduate students to add an international dimension to their training and additionally these students become potential candidates for long or short term assignments abroad.

The dysfunctional consequences are: 1) the campus backstopping staff has not had any permanency and the training of new staff members is costly and inefficient; 2) the absence of a permanent teaching staff within the LAPE structure makes scheduling of classes for participants a haphazard affair; 3) the UNM requirement that there be a professor of record for any credit course forces the LAPE to make unreal adjustments in this area when non-UNM personnel are used for instruction; and 4) UNM's informal commitment to receive and entertain Latin American dignitaries is a real financial burden on the LAPE director and those members of the faculty who occasionally volunteer to help. The time element is another factor that is very costly. UNM does not allow representation funds for this type of commitment.

Space allocation. Dr. Angel was assigned an office in the basement of the COE in September, 1966, six months after the Ecuador
Contract had started. In June, 1970 he was given more office space in Mesa Vista Hall second floor; and finally he moved the entire operation to a full suite of offices, conference rooms, classroom, storage room and bathrooms, taking up the entire fourth floor of Mesa Vista Hall. The College of Education has consistently provided office space for the Latin American Projects in Education.

Chapter Summary

This chapter presented the identification and analysis of some of the organizational commitments and controls that have emerged from the University of New Mexico's involvement in the Republic of Ecuador.

An historical account was presented to demonstrate how these commitments evolved; and they were analyzed to determine how the consequences of these commitments were functional or dysfunctional to the overall operation of the Latin American Projects in Education, the College of Education, and the University of New Mexico.
CHAPTER V
SUMMARY, FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

This chapter will provide a summary of the study. In it, the writer will enumerate the findings—general and specific—and make recommendations based on these.

The general findings will serve to introduce the specific findings which will be presented in a series of clusters—funding, human resources, organizational controls, and miscellaneous—with the conclusions and recommendations following each cluster.

SUMMARY

This study presented an historical account of the University of New Mexico's involvement in technical assistance programs in Latin America. It focused on the Ecuador Primary Education Loan Contract because this Contract had all the components—long-term technicians, short-term technicians, and backstopping services which included participant training programs—that are also found in the contracts with other countries. More importantly, the Ecuador Contract has been the longest, continuous, project the University of New Mexico has had in Latin America.

A detailed examination of the pre-contract negotiations was made in order to present a chronological development of the Contract. This detailed examination was also useful in helping to identify the commitments made by the University of New Mexico as it launched its
first project requiring the assignment of College of Education personnel abroad.

Several major organizational commitments were identified; historical briefs on the University's actions and personalities involved were developed. The funding of the identified commitments was described. Significant organizational controls directly related to the operation of the contract were identified and commentaries made about the relationship of the controls to the commitments.

The commitments were analyzed and an enumeration of functional and dysfunctional consequences was presented.

Literature related to commitments, controls, and consequences was reviewed placing special emphasis on sociological studies done by Robert K. Merton and Philip Selznick.

Data for the study were gathered from official correspondence, contracts, amendments, payroll records, personnel records, and memoranda. Individuals who had worked closely in the planning and operational phases of the projects were interviewed. A direct and deliberate selection of specific elements of the document population was conducted. All documents directly related to the study and which yielded pertinent data connected with organizational commitment and organizational control were selected for review and interpretation. Some of the information came from the writer's personal knowledge of the operation of the Latin American Projects in Education.
GENERAL FINDINGS

Some of the general findings were that since 1965 the University of New Mexico has been involved in lending technical assistance to various countries in Latin America through its College of Education and the Office of Latin American Projects in Education; this involvement was manifested in the University's participant training programs for host country nationals, its agreements providing campus backstopping services and personnel to support its involvement.

Other general findings revealed that Dr. Frank Angel was one of the pioneers at UNM in developing relationships with the Latin American countries; that the University of New Mexico has shown a high degree of commitment to its programs in Latin America provided it gets reimbursed for any expenditures and it does not have to use any of its own monies for the programs; that the majority of the personnel involved have been non-UNM bilingual technicians and consultants; that had it not been for the outside human resource input, UNM would not have been able to staff any of its projects overseas, nor could it have provided the short-term technicians required.

Specific findings, conclusions and recommendations

The specific findings revealed by the study are enumerated below. These are followed by the conclusions and recommendations.
Funding

Basically all funding for the Latin American Projects in Education has come directly from AID and host country sources.

1. The University of New Mexico had received, through June 30, 1973, a grand total of $2,824,095.66 in project monies through the Latin American Projects in Education since it launched its first Participant Training Project with USAID/Paraguay in 1965. This grand total figure will be increased to approximately three million dollars when UNM completes the project negotiations for the continuation of the present Paraguay Contract.

Table 10 summarizes by budget line item the actual expenditures of the Latin American Projects. The University of New Mexico has been reimbursed the amounts shown on the table. The listing of Contracts appears by country in alphabetical order.

2. The COE administration made a commitment to pay fifty percent of the LAPE director's salary from hard money from July 1, 1972 to June 30, 1973. The commitment was renewed for Fiscal Year 1973-1974.

3. The UNM Central Administration has on two occasions returned tuition monies to the Latin American Projects in Education to relieve the financial pressure when the LAPE has not generated enough money from its projects.

4. In January, 1971, when the Colombia Contract was terminated unexpectedly, UNM's Central Administration committed money to pay the salaries of Arciniega, Bernal, and Ruipérez until these
Table 10
Actual Expenditures of the Latin American Projects in Education through June 30, 1973

<table>
<thead>
<tr>
<th>Bolivia (Participants) 1969-1970</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries &amp; Wages. ..................</td>
</tr>
<tr>
<td>Office Supplies &amp; Services. ........</td>
</tr>
<tr>
<td>Instruction Supplies &amp; Services . .</td>
</tr>
<tr>
<td>Services, Local Schools . ..........</td>
</tr>
<tr>
<td>Supplies, Classroom . ..............</td>
</tr>
<tr>
<td>Travel, Transportation UNM. ..........</td>
</tr>
<tr>
<td>Travel, Per Diem UNM. ..............</td>
</tr>
<tr>
<td>Fringe Benefits . ..................</td>
</tr>
<tr>
<td>Tuition &amp; Fees. ....................</td>
</tr>
<tr>
<td>Participant Travel. ...............</td>
</tr>
</tbody>
</table>

Total: $45,257.57

<table>
<thead>
<tr>
<th>Brazil (General) 1971-1973</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries. ...................</td>
</tr>
<tr>
<td>Allowances ..................</td>
</tr>
<tr>
<td>Travel &amp; Transportation .. .</td>
</tr>
<tr>
<td>Other Direct Costs. ........</td>
</tr>
<tr>
<td>Overhead ....................</td>
</tr>
<tr>
<td>Equipment ...................</td>
</tr>
</tbody>
</table>

Total: $72,404.02
Table 10 (continued)

Brazil (Participants) 1972

<table>
<thead>
<tr>
<th>Costs</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Participant Costs</td>
<td>$48,663.78</td>
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<td>Administrative Costs</td>
<td>2,567.95</td>
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<tr>
<td>Cost of Instruction</td>
<td>13,558.84</td>
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<td>Other Direct Costs</td>
<td>6,362.19</td>
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<tr>
<td>Indirect Costs</td>
<td>4,960.47</td>
</tr>
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<td><strong>Total</strong></td>
<td><strong>$76,113.23</strong></td>
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</table>

Colombia (General) 1968-1971

<table>
<thead>
<tr>
<th>Costs</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Salaries</td>
<td>$447,502.33</td>
</tr>
<tr>
<td>Allowances</td>
<td>31,587.38</td>
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<tr>
<td>Travel &amp; Transportation</td>
<td>95,933.12</td>
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<td>Other Direct Costs</td>
<td>55,203.95</td>
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<td>Equipment</td>
<td>10,317.09</td>
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<tr>
<td>Overhead</td>
<td>101,973.20</td>
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<td><strong>Total</strong></td>
<td><strong>$742,517.07</strong></td>
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</tbody>
</table>

Colombia (Participants - Three Groups) 1968-1971

<table>
<thead>
<tr>
<th>Costs</th>
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<tbody>
<tr>
<td>Salaries</td>
<td>$78,042.29</td>
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<tr>
<td>Travel &amp; Transportation</td>
<td>10,393.04</td>
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<td>9,326.53</td>
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<tr>
<td>Overhead</td>
<td>24,291.83</td>
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<td>Equipment</td>
<td>1,795.61</td>
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<tr>
<td>Participant Costs</td>
<td>166,377.97</td>
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<td><strong>Total</strong></td>
<td><strong>$290,227.27</strong></td>
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</table>
### Table 10 (continued)

#### Ecuador (General) 1966-1973

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<th>Item</th>
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<td>Salaries</td>
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<tr>
<td>Allowances</td>
<td>104,954.75</td>
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<tr>
<td>Travel &amp; Transportation</td>
<td>92,489.76</td>
</tr>
<tr>
<td>Overhead</td>
<td>148,147.39</td>
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<tr>
<td>Other Direct Costs</td>
<td>149,907.83</td>
</tr>
<tr>
<td>Equipment</td>
<td>12,655.05</td>
</tr>
<tr>
<td>Participants</td>
<td>53,891.35</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$1,126,114.17</strong></td>
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</table>

#### Ecuador (Participants) 1972

<table>
<thead>
<tr>
<th>Item</th>
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<tbody>
<tr>
<td>UNM Personnel Costs</td>
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<td>UNM Travel &amp; Transportation</td>
<td>453.50</td>
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<tr>
<td>Books for Training Program</td>
<td>242.18</td>
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<td>Other Direct Costs</td>
<td>1,818.96</td>
</tr>
<tr>
<td>Overhead Costs</td>
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<td>Participant Costs</td>
<td>14,005.98</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$36,437.59</strong></td>
</tr>
</tbody>
</table>

#### Paraguay (Participants) 1976-1966

<table>
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<th>Item</th>
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</tr>
</thead>
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<tr>
<td>Tuition</td>
<td>35,640.00</td>
</tr>
<tr>
<td>Fees and Services</td>
<td>3,330.00</td>
</tr>
<tr>
<td>Books, Supplies and Miscellaneous</td>
<td>9,610.41</td>
</tr>
<tr>
<td>Local Participant Travel</td>
<td>7,141.58</td>
</tr>
<tr>
<td>Participant Subsistance</td>
<td>68,295.27</td>
</tr>
<tr>
<td>Staff Consultant Travel</td>
<td>1,274.08</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$125,291.34</strong></td>
</tr>
</tbody>
</table>
### Paraguay (General) 1971-1973

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries &amp; Allowances</td>
<td>$101,281.65</td>
</tr>
<tr>
<td>Travel &amp; Transportation</td>
<td>16,365.94</td>
</tr>
<tr>
<td>Campus Backstopping</td>
<td>15,755.55</td>
</tr>
<tr>
<td>Overhead</td>
<td>19,373.27</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$152,776.41</td>
</tr>
</tbody>
</table>

### Paraguay (Short term) 1972-1973

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Honoraria</td>
<td>$36,036.00</td>
</tr>
<tr>
<td>Transportation</td>
<td>8,465.65</td>
</tr>
<tr>
<td>Per Diem</td>
<td>16,250.00</td>
</tr>
<tr>
<td>Other Direct Costs</td>
<td>1,323.04</td>
</tr>
<tr>
<td>Overhead</td>
<td>7,927.92</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$70,002.61</td>
</tr>
</tbody>
</table>

### Paraguay (Participants) 1972-1973

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries &amp; Wages</td>
<td>$32,219.78</td>
</tr>
<tr>
<td>Materials &amp; Services</td>
<td>1,527.87</td>
</tr>
<tr>
<td>Equipment &amp; Books</td>
<td>178.20</td>
</tr>
<tr>
<td>UNM Staff Travel &amp; Per Diem</td>
<td>857.59</td>
</tr>
<tr>
<td>Fringe Benefits</td>
<td>3,273.60</td>
</tr>
<tr>
<td>Consultants</td>
<td>4,615.00</td>
</tr>
<tr>
<td>Indirect Costs</td>
<td>8,377.14</td>
</tr>
<tr>
<td>Tuition and Fees</td>
<td>30,411.90</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$81,461.08</td>
</tr>
</tbody>
</table>
Table 10 (continued)

Multi-Nation Group 1973

<table>
<thead>
<tr>
<th>Item</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Salaries &amp; Wages</td>
<td>$2,950.74</td>
</tr>
<tr>
<td>Materials &amp; Services</td>
<td>969.05</td>
</tr>
<tr>
<td>Travel</td>
<td>867.76</td>
</tr>
<tr>
<td>Fringe Benefits</td>
<td>264.21</td>
</tr>
<tr>
<td>Consultants</td>
<td>40.00</td>
</tr>
<tr>
<td>Indirect Costs</td>
<td>401.54</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>$5,493.30</strong></td>
</tr>
</tbody>
</table>

GRAND TOTAL - ALL PROJECTS: $2,824,095.66

individuals found other employment or until June 30, 1971 when the Colombia Contract was due for re-negotiation. At that time it was UNM's expectation that it would be reimbursed by AID for these expenditures. Approximately $20,000.00 has not yet been recovered by UNM.

5. UNM does not have a representation fund for the Latin American Projects in Education Office to help defray the costs of entertaining visiting dignitaries from the host countries and from USAID Missions.

Conclusions. UNM's contribution, from appropriated funds, to the LAPE has generally been restricted to the payment of salaries of faculty who worked in program development in the early years of
the projects. From September 1, 1971 to June 30, 1972 Dr. Blood's
salary was paid from appropriated funds during the time he served
as acting director. Other conclusions are listed below:

1. UNM, in most cases, demonstrated an organizational
commitment to subsidize the LAPE from University funds during those
"between contract periods" when the LAPE is negotiating an extension
or amendment to a particular AID and/or MOE contract.

2. The University of New Mexico has been unwilling or unable
to budget appropriated funds for program development in Latin America.
(The exceptions to this conclusion are discussed above in the intro-
duction to this section). All teaching materials, translations,
audio-visual aids, and promotional materials must be produced with
project money.

3. The LAPE directorship has been unable to obtain hard
money for a representation fund. All entertaining of Ministry of
Education and USAID officials, on campus as well as in the host
country, must come from the director's personal funds. This situa-
tion creates a financial hardship on those individuals who are
expected to handle these functions.

Recommendations. The recommendations listed below are direct-
ly related to the area of funding.

1. The University of New Mexico should build a continuing
Latin American Projects in Education Account to ensure that (a) the
full time salaries of the director and secretary be paid during low
funding periods and thus permit the LAPE to maintain an adequate
skeleton staff, (b) there are adequate funds available for program development. These funds would be utilized to visit the AID/Washington offices and USAID and MOE offices in Latin America when seeking new contracts, (c) the LAPE director have a source of funding to entertain foreign visiting dignitaries.

Human Resources

The development of UNM's human resources to staff its Latin American Projects in Education has required that the University recruit a large number of this staff from outside the organization.

1. The University of New Mexico, since March, 1966 to September 1, 1973, will have assigned a total of twenty-six long-term technicians to Ecuador, Brazil, Paraguay, and Colombia.

2. Of the twenty-six long term technicians only one held a tenured faculty position at the University of New Mexico.

3. Of the twenty-six only three (Petty, Dahmen and Stoumbis) were already of the COE faculty when they went abroad; of these three (two non-tenured) one (Dahmen) was permitted to serve his probationary period overseas while the other (Stoumbis) had to suspend his probationary period for two years until he returned to campus.

4. Twenty-three of the twenty-six were recruited from outside the University; and of these twenty-three non-UNM technicians, four (Aragón, D. Gonzales, Carlson and Ruíz-Esparza) were given faculty appointments with presumption to tenure in the College of Education prior to their departure for overseas.

5. Of the twenty-four who served in Spanish-speaking
countries, nineteen spoke Spanish as their native language.

6. Twelve of the twenty-six long-term technicians held the doctorate when they represented UNM abroad.

7. A total of fifty-four short-term consultants have served in Ecuador (26), Colombia (20), and Paraguay (8).

8. Eight of the fifty-four short-term consultants were members of the UNM faculty when they served abroad.

9. Fifteen of the fifty-four short-term consultants held the doctorate when they represented UNM abroad.

10. Forty-three of the fifty-four short-term consultants spoke Spanish as their native language.

11. This University has been unable to recruit and/or provide for Spanish language acquisition for a sufficient number of its professors to meet the potential employment needs of the Latin American Projects in Education. As reported in this study, two COE faculty members (Dahmen and Zintz) did learn Spanish. This is inconsequential in terms of the number of technicians needed.

Conclusions. The human tools of action recruited by the College of Education--primarily Spanish-surnamed, non-UNM technicians and consultants--have restricted the freedom of choice of the College; the COE has found it necessary in some measure to conform to the received views and habits of this group. UNM's decision to hire two Spanish-surnamed faculty (Aragón and Gonzales) to staff its Ecuador Project in 1966, along with the operating social forces of the late
1960's and early 1970's, led UNM along a path it had not anticipated traveling—hiring Spanish-surnamed non-UNM faculty and staff. A group of people who otherwise would not have been recruited to the University.

1. Individual faculty members in the College of Education do not have a commitment to leave their campus positions and become involved abroad with the Latin American Projects in Education. Only Drs. Dahmen, Petty, and Stoumbis have served in Latin America on long-term assignments.

2. Because the University of New Mexico has been unable to predict its long-term staffing needs for its oversea projects, it has been forced to hire 88.5 percent of its long-term technicians and 85.2 percent of its short-term consultants from outside the University in order to staff its oversea commitments.

3. Individual faculty members in the COE have shown a high degree of commitment to render professional services to the on-campus activities of the LAPE.

4. The University of New Mexico has steadfastly refused to make future commitments to employ, in faculty positions, returning non-UNM personnel who have been recruited to represent the University abroad.

5. UNM has demonstrated an organizational commitment by hiring returning non-UNM technicians in staff positions. Ramón Rodríguez, George González, Ernest Gurulé, Ambrosio Ortega, Nicholas Abeyta, Elias Bernal, Raúl Rupérez and Orlando Stevens have all
been employed in various staff positions upon their return from Latin America. Additionally, González, Rodríguez, Gurulé, Stevens and Ortega enrolled in a doctoral program at UNM while holding a staff position. Currently Bernal and José Gandert are participant fellows in the COE's program to prepare bilingual educational leaders for multicultural communities.

6. In 1966, Drs. Aragón and D. Gonzales were hired to work as faculty members in Ecuador. One may seriously question whether they would have been hired at that time to fill campus positions. However, since their return, they have gained outstanding recognition in their respective fields.

Aragón has directed the Cultural Awareness Center at UNM and has become a nationally recognized figure in multicultural education. In 1973 he was presented the "George I. Sánchez Human Relations Award for Teacher Innovative Practices." Universities, school districts, private industry and other groups consistently request his services.

Dr. Dolores Gonzales was already well known in Latin America when she came to UNM in 1966; since that time her expertise in developing learning materials for bilingual children and her knowledge of early childhood education have made her a very valuable professional of international prominence.

Mari-Luci Jaramillo, along with John Aragón and Dolores Gonzales, gained entrance to UNM's faculty ranks through what the writer has described as the "back door," the Latin American Projects
in Education. She was hired as Frank Angel's assistant in 1964. She too gained professional prominence in multicultural education and in 1972 was named Chairman of the Department of Elementary Education at UNM.

Frank Angel did not come to UNM through the LAPE but his dedication to the task at hand, his rich Latin American experience, plus his entrepreneurship, left the LAPE on a good base by September 1, 1971 when Dr. Angel was named President of New Mexico Highlands University.

7. The varied experiences acquired by all the technicians and consultants who have participated in the activities of the LAPE have provided UNM with a large reserve of professionals who have contributed a bilingual-multicultural dimension to the COE's on-campus programs, to the Albuquerque Public Schools, and to the State of New Mexico in general.

**Recommendations.** Because UNM has had to go outside its ranks to recruit the majority of its technicians, the following recommendations are offered as partial solution to the problem:

1. The University should build a strong cadre of College of Education faculty who possess the required professional and language skills to perform equally well on campus and abroad.

2. The COE should consider seriously the idea that one of the basic requirements for teaching in the College for a given percentage of its faculty be the knowledge of the Spanish language.
That each of the discipline areas of the COE be represented by bilingual professors. This would result in a two-fold advantage for the COE—the availability of faculty to teach in its bilingual programs at UNM and also provide a resource pool for long and short-term technicians to serve in Latin America.

If UNM would accept the recommendations that the knowledge of Spanish be made a basic requirement for teaching in the COE, then UNM should give wide publicity to this requirement along with the COE's Latin American involvement.

Organizational Controls

The University of New Mexico has tended to apply the same controls and regulations to its overseas programs that it applies to its on-campus operations. Examples of these controls are listed below:

1. Present policy at the University of New Mexico requires that a UNM faculty member traveling to Dallas, Texas to officially represent the University of New Mexico at a two-day conference purchase his round trip airfare ($93.27), pay for his hotel and meals ($50.00), and get reimbursed by UNM for these expenditures upon his return to campus. This same policy applies to a short-term consultant officially representing UNM in Asunción, Paraguay for thirty days. The airline ticket costs approximately $880.00 and living expenses would amount to approximately $550.00.

2. The LAPE have been utilizing the services of inter-
preters and translators since 1965 when the first Paraguayan Participant group was studying on campus; the University of New Mexico's Personnel Office does not yet have a job classification for these types of positions.

3. UNM pays out-of-state per diem rate of $25.00. An acceptable room in Miami or Rio de Janeiro costs approximately $26.00 without meals but the traveler cannot get reimbursed for the difference because "regulations" prohibit an adjustment.

4. UNM faculty are permitted to consult up to one day per week. The LAPE occasionally requires that a consultant travel to Quito, Ecuador to participate in a workshop for a period of two weeks. When this is done, the faculty member automatically is in violation of the policy on outside employment.

Conclusions. Although UNM's organizational controls normally do not interfere with the everyday operations of the LAPE, there are occasions when there are conflicts.

1. UNM has State guidelines on travel and per diem that cannot be adapted for international travel.

2. The University's policy on outside employment restricts the use of faculty for two-week overseas consultancies or on-campus teaching when participant training programs are conducted at UNM.

Recommendations. Based on the findings and conclusions listed above, the following recommendations are proposed:

1. UNM should relax some of the travel and per diem controls
so that adaptations can be made for people traveling outside the limits of the Continental United States.

2. Allow some flexibility in the regulation which limits the amount of time the faculty are permitted to consult.

3. When flexibility is required for greater efficiency, UNM should adapt its campus regulations to fit an oversea operation.

Miscellaneous

Some of the findings, conclusions, and recommendations did not fit under the three categories listed above. These will be enumerated below:

1. UNM has allocated the required space for the Latin American Projects in Education in the COE basement, then the second floor of Mesa Vista Hall, and finally the fourth floor of Mesa Vista Hall respectively.

2. The LAPE started the juvenile library of materials in Spanish which later became the Anita Osuna Carr Collection; it presently has an estimated 4,500 – 4,700 volumes.¹

3. Under the general terms of the AID/UNM contracts, UNM agrees to provide Workmen's Compensation insurance for all its technicians serving abroad; until July 1, 1973 UNM had not carried Workmen's Compensation insurance for any of these technicians. "UNM started this coverage for its oversea employees beginning

¹Information obtained from Dr. Miles Zintz, July 13, 1973.
July 1, 1973."

**Conclusions.** The activities of the Latin American Projects in Education Office have yielded direct benefits to the State of New Mexico, the University of New Mexico, and the New Mexico Public Schools in general.

1. The Latin American Projects in Education will have generated approximately three million dollars in contracts by December, 1973.

2. The majority of the technicians and consultants have continued to deposit their earnings in New Mexico banks.

3. Latin American participants, for the most part, have opened bank accounts in Albuquerque.

4. Travel agencies and airlines have benefited because almost all of the travel involved initiates in Albuquerque. When a technician and his family depart from a foreign country to return to the United States the tickets are normally purchased in Albuquerque. These factors have contributed to the Institutional Objectives of UNM in serving the citizens of New Mexico.

**Recommendations for Further Research**

1. Design an in-depth study of the University of New Mexico's contribution to the Ecuadorian educational system in the

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Information obtained from Mr. Paul Marianetti, UNM Accounting Supervisor, Contract and Grant Accounting, July 18, 1973.
areas of textbook development and teacher education.

2. Develop a longitudinal study of all long-term personnel who have served with the University of New Mexico in Latin America. Variables to be studied could include: self concept before, during, and after the tour; influences on the technician's ability to communicate in Spanish after having served abroad; and professional status before and after the tour.

3. Conduct a follow-up study of all participants who have studied at the University of New Mexico under AID Participant Training Programs.

4. Incorporate into the College of Education curriculum the expertise gained by all the technicians and consultants who have served abroad with UNM.
BIBLIOGRAPHY


Annual Reports: College of Education (University of New Mexico, Albuquerque), June 30, 1965.

Annual Reports: College of Education (University of New Mexico, Albuquerque), June 30, 1966.


Vita

Ambrosio José Ortega was born to Apolonia Martínez and Juan Melquiades Ortega in Chimayó, New Mexico on October 26, 1927. He attended the Presbyterian Mission Schools in Chimayó, Santa Fe, and graduated from Menaul School in Albuquerque in 1946. He received his Bachelor of Arts degree (1957) and his Master of Arts degree (1960) from the University of New Mexico. He majored in Interamerican Affairs as an undergraduate; as a graduate he studied Educational Administration and Guidance and Counseling.

He was employed at Menaul High School from 1957 to 1963 as a teacher, counselor and administrator. In 1963 he joined the Albuquerque Public Schools as a counselor at Manzano High School and as a guidance consultant with the Albuquerque Public Schools Central Office. He was Director of the Day Division of the Albuquerque Technical-Vocational Institute from 1965 to 1968. He was Chief of Party for the University of New Mexico’s Ecuador Project from 1968 to 1970. He has served as associate, acting assistant director, and acting director respectively, of the Latin American Projects in Education since his return from Ecuador.

He entered the U.S. Army during the Korean Conflict in 1951 and has served in the Active U.S. Army Reserve until the present time. He holds the rank of Major and serves as Materiel Officer for the 156th Support Group (AREA), Kirtland Air Force Base, Albuquerque, New Mexico.