

The author discusses three propositions: (1) Canada can make a modest yet significant contribution to international development; (2) an important part of this contribution must come from Canadian Universities, and (3) faculties or colleges of education can play a unique role in this endeavour.

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In this paper I will use the terms "development," "developing countries" and "development assistance" with some frequency. As used here "development" refers to a process of change and growth in a society in accordance with the standards and values held by members of that society. The developing countries are the low income countries of the world, that is those with annual per capita incomes of less than \$500. And "development assistance" or "aid" means the process whereby one country cooperates with another by transferring human and material resources to assist in development. In such cooperation both may benefit. I assume further that the people of developing countries will themselves determine their objectives and the direction of their own growth, and will provide most of the resources that will be required. Assistance from others can provide only marginal support, although at a particular moment in history that aid may prove to be a crucial factor in development.

May I offer three propositions. The first relates to the present state of development assistance and Canada's participation as a middle power, the second is concerned with the contribution of the university and the third with the role of a faculty or college of education.

The sixties were to have been the Development Decade but, as the Pearson Report¹ points out, the record is full of contrasts. In some Asian countries it is now possible to use, with caution, the term "green revolution." School enrollment in the developing world almost tripled between 1950 and 1965, and public health measures have successfully checked epidemics. But in other respects the picture is grim. Unemployment and underemployment increased during the decade bringing with them social and political tensions that may slow down the development process.

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¹*Partners in Development: Report of the Commission on International Development.* Chairman: Lester B. Pearson (New York, Praeger, 1969), Chapter One.

Stagnation in agriculture and an increase in the number of primary school leavers have accounted for rapid urban growth. And behind these developments is the spectre of population growth. The rate of that growth in the mid sixties was, on the average, 2.5 per cent per year (more than twice that of the developed countries) and even if fertility should be reduced in coming decades, the population of the less developed world will double before the end of this century. If present trends continue, Bombay will have a population of 35 million by the turn of the century.

The record of development assistance by the higher income countries was not impressive. The flow of aid did not keep pace with the growth of GNP, and the volume of aid in the late sixties remained stagnant. A mood of disenchantment has set in either because of reports of waste in some projects, from a fear that foreign aid will lead to political and military entanglements, or from unrealistic and now unfilled expectations of instant results. In the developing world there is also a sense of frustration and impatience. There too the assumptions were often unrealistic. Independence has not of itself created a new period of prosperity, and development has not always followed decisions made in the national capital. Development is indeed a long-term process which must engage the energies of large segments of the population. Increasingly, the low income countries are mounting massive programs of rural development and are attempting to increase export growth.

In a trenchant address to the Economic Commission of Africa at Lagos in February, 1967, the late Tom Mboya, Minister of Economic Planning and Development for the Republic of Kenya, spoke of the decline in the flow of capital to the developing world and the growing gap between the rich nations and the poor:

The first six years of the Development Decade have passed. It has been a period of disappointment bordering on failure, whether measured in terms of UN targets, expectations in developing countries, or possibilities as indicated by the wealth of the advanced countries. Over that period the average person in the wealthy countries improved his income by approximately \$220 to \$1,800 per annum while per capita income in the very poor nations advanced by perhaps \$7 to \$90 per annum. Admittedly the \$7 could have been less, and it is therefore a measure of both slight accomplishment and major defeat. If progress continues at this rate we will be able in retrospect to rename the Development Decade the Dollar-A-Year Decade. That to me is an apt description of utter failure.²

International support for development is now flagging and, as the Pearson Commission reveals, "the climate surrounding foreign aid programs is heavy with disillusion and distrust." But there are countries in which the opposite is true, and I believe one of these is Canada. Heaven knows we have no reason to be weary of well doing; our experience with international development is relatively short, and we are still in a period of experimentation, trial and error. While it is true that total

²Tom Mboya, *A Development Strategy for Africa* (Nairobi: Government Printer, 1967), p. 2.

aid appropriations were more than four times as large in 1968-69 as in 1963-64, it is also true that we have never appropriated more than one-half of one per cent of our Gross National Product. We also cannot be accused of consistency, as the following table will show:

Net Flow of Official Development Assistance from Canada to Less Developed Countries and Multilateral Agencies: 1960-68:
(In Millions of U.S. Dollars)

1960	75.2
1961	60.6
1962	34.5
1963	64.9
1964	77.9
1965	96.5
1966	187.1
1967	197.9
1968	174.7

(Source: OECD, DAC, *Statistical Tables for the 1969 Annual Aid Review*.)

Nor do we seem able to find ways of using funds that were appropriated. On April 29, 1969, the External Affairs Committee of the House of Commons learned from a report on external aid that in no year between 1964 and 1969 had expenditures matched appropriations. The discrepancies ranged from \$48 million in 1964-65 to \$100 million in 1968-69, and unused funds represented more than 20 per cent of total appropriations for both bilateral and multilateral programs during the five-year period.³ Two official reasons are usually given for the delays in spending money that Parliament had authorized: the normal lag in getting aid to flow down the pipeline, and the many studies of aid programs that CIDA has undertaken in the past five years.

The shape and pattern of our development assistance policy is slowly emerging but there is much still to be revealed. We are now concentrating our aid on a dozen countries and regions rather than scattering it more widely, and we are liberalizing the terms on which aid is provided. Technical assistance experts are replacing earlier quotas of "general B.A." teachers. We are committed to supporting the multilateral agencies such as the World Bank, the International Development Association, and various organizations within the United Nations. But perhaps the most significant portent is the plan for the International Development Research Centre which was announced in the House of Commons early in 1970. This will be a Canadian-sponsored, independent, non-profit organization with an international character. With an annual budget that may reach \$25 to \$30 million in the next five years and an international staff and board of governors, the Centre will identify problems of development and decide where the capabilities are in finding solutions. In presenting the proposal, the Minister of State for External Affairs stressed that the Centre would enable Canadians to gain insight into their own development process.

³Clyde Sanger, *Half a Loaf: Canada's Semi-Role Among Developing Countries* (Toronto: Ryerson Press, 1969), p. 228.

Now if there are faint glimmers of official encouragement towards our becoming what Barbara Ward has termed an "international nation," we may ask whether we have any talent or qualifications for the role. Paradoxically, the very nature of our own problems may help qualify us for assisting others. We are in the midst of our own development from a rural to an urban culture and we are attempting to develop our resources in very diverse regions and over great distances. But in these tasks we have the advantage of a good deal of advanced know-how in science and technology, some of which can be adapted to the needs of developing countries. We also have our internal stresses and we are, officially, searching for bi-cultural and bi-lingual solutions. In fact, we are developing a multi-ethnic culture and a new kind of federalism. All of this experience may give us insight into the problems of other developing countries. When he was Minister of Justice, Mr. Trudeau spoke of Canadian federalism as "an experiment of major proportions," that could become "a brilliant prototype for the moulding of tomorrow's civilization."

We are, furthermore, a relatively quiet and gentle people who pose no threats. We have no history of empire building or colonial exploitation, and we are not looking for allies in the global power struggle. No developing country needs to be worried that we are exporting the Canadian way of life, and the fact that we lack a sense of national identity may be one of our best qualifications. We might even say with less than our usual modesty that if there is any field in which Canadians seem fitted to make a special contribution — one in which they may see a special responsibility — it is the field of international development. But if we are too modest to say it, this is Barbara Ward's assessment:

Of all the middle powers, Canada has the greatest resources, the most central position, the finest web of contacts and influence and, relatively speaking, the highest proportion of experts both bilingual and in each language, of any nation in the world.⁴

There is, however, one major consideration that is relevant to any discussion of Canada's role in international development. We are, as I have said, in the midst of our own development and certainly one of the most difficult problems we face relates to the native people of Canada. Unless we reveal a genuine commitment to listen to Indian and Eskimo demands, and to allow for the development of native leadership and self reliance through massive support in both dollars and technical assistance, Canada's participation in international development is, by normal standards of morality, on shaky ground. We will stand condemned not only by our own native people but by the people of developing countries who are increasingly sensitive on this issue. They prefer to cooperate with donors who come with clean hands. Internal and external develop-

⁴Barbara Ward, "The First International Nation," *Canadian Forum*, XLVIII (October, 1968), p. 153.

ment assistance form an integrated whole, and each should feed the other as we gain more experience. To the extent possible we should ask Indian leaders for advice on projects abroad, and representatives from the developing countries to assist with Canadian problems. This is not meant simply to encourage white Canadians to undertake an exercise in humility, but because there is an intrinsic similarity in the nature of the problems, although the settings may be very different. The "Africanization" of primary schools in Kenya and the "Indianization" of elementary schools on a Cree reservation are not unrelated, and the gearing of adult literacy campaigns to basic human concerns over nutrition and child care, and the provision of technical and vocational training for adolescents are issues that face native people in both Canada and abroad. Each can learn from the other — if we can help them to come together. Such consultation and exchange might also help to take the curse off present donor and recipient relationships.

This then is my first proposition: that a crisis in international development exists and Canada has the resources and the will and the qualifications to make a modest yet significant contribution.

The second has to do with the role of the Canadian University. Here again we are probing new frontiers as universities undertake projects abroad under contracts with the Canadian International Development Agency and become involved at home with the Mid-Canada Corridor Foundation. We can assume that technical assistance and an exchange of personnel will be funded by CIDA under twinning plans such as those now existing between McGill Medical School and University College, Nairobi, Kenya, or the Economics Departments of the University of Ghana and the University of Western Ontario. Or a university department may work under a CIDA contract with a particular ministry: the Department of Political Economy of the University of Toronto and the Ministry of Planning in Tanzania, for example. It may not be too much to expect that universities will, in John Gardner's phrase, prove to be "uniquely valuable allies."

They are the institutions that will produce the new knowledge in the natural and social sciences on which better programs of technical assistance will some day be built, and they will educate the men who will run those programs. In short, they are not just performers of momentarily useful chores. To borrow a famous phrase, they have the future in their bones.⁵

For the administration and faculty of a Canadian university that is considering an international commitment, the experience of more than seventy American universities that have been engaged in the past twenty years in carrying out contracts made with the Agency for International

⁵John Gardner, *AID and the Universities* (New York: Education and World Affairs, 1964), XIII-XIV.

Development is instructive. Here are a few guidelines that have been winnowed from studies and reports made by our neighbours.⁶

Universities will probably be most effective and their influence most lasting if they work with other universities abroad. Such a connection gives the universities the role they can best perform: the development of human resources, the advancement of knowledge, and the application of knowledge to basic problems. These may, of course, be achieved only in long-range terms and the two or three-year contract has little relationship to the realities of overseas development.

International outreach should have the support of the whole university community and should become an integral part of the main stream of the university's life and work. Given such commitment an overseas project will attract able faculty and administrators, and as they take up their assignments they will know that they are functioning, not as independent operators, but with the prestige and dignity of their institution behind them. If overseas activity becomes an integral part of the institution, the university will function abroad as it does at home. Research and teaching will become normal components of contract activity, and professors going overseas will take their graduate students with them. Faculty will be employed to replace those on contract, those returning will revise their courses in the light of overseas experience, and library resources will be expanded in the areas covered by the contract.

In short, in its overseas activities as well as at home, the university will function as a university and not merely as a pool of technical talent or an employment broker. It will remember that its unique role is not to apply present knowledge but to *advance the state of knowledge*, not only to supply experts today but to *train the next generation of experts*.

All such requirements point again to the inescapably long-range nature of university participation in this field. . . .

If overseas projects do become an integral part of university life, assignments abroad will be much more attractive to faculty members. The individual going overseas will then be doing work as close to the university's central purpose as the one who stays at home.⁷

But university faculty cannot be expected to participate in projects overseas unless such an assignment is part of a career pattern. They can legitimately expect to return home and take up their duties again without penalty in relation to salary, fringe benefits, and opportunities for promotion. Canadian universities should, in fact, in cooperation with CIDA develop a reservoir of men who have been abroad and are prepared to use their "feel" for a different culture and their familiarity

⁶See—John Gardner, *op. cit.*

—Richard H. Wood, *U.S. Universities: Their Role in AID-Financed Technical Assistance Overseas* (New York: Education and World Affairs, 1968).

—Education and World Affairs, *The University Looks Abroad* (New York: Walker and Company, 1965).

—National Association of State Universities and Land Grant Colleges, *The Institutional Development Agreement: A New Operational Framework for AID and the Universities* (Washington, 1970).

⁷John Gardner, *op. cit.*, p. 11.

with development problems in second and third assignments. Some of these assignments may be unrelated to university contracts and in the form of technical assistance consultation to ministries and government agencies. The shortage of trained manpower will continue in many developing countries for years to come and there is the dual need for expertise and continuity. The two-year contract is, on the whole, unsatisfactory as it frequently takes nearly a year to become adjusted and fully effective. Three or, better four-year assignments are preferable.

Expertise is, of course, not enough. The need is for men of tact and sensitivity, and an awareness of a new climate in the developing countries towards the white expert, particularly the researcher. African scholars, for example, are increasingly resentful of foreign researchers whose investigations have no direct relevance to national or local problems, who exploit Africans for personal advancement, and are never seen or heard of again. A dramatic and radical form of this resentment was revealed in a confrontation staged by a group of militant Africans and Afro-American blacks at the African Studies Association Convention in Montreal in October, 1969. At the opening session a group of black American students seized the microphone and demanded that "the ideological framework of the A.S.A. which perpetuates colonialism and neo-colonialism through the 'educational' institutions and the mass media be changed immediately." The group also contended that "all black people are African people" and called for the suspension of the conference "so that black people can determine the future definition and content of African studies."⁸

Behind the revolutionary language lies a warning which we in the Canadian academic community should hear. It is coming not only from militant black students but from the people of Africa, the American Indian and the native people of Canada. They deeply resent being objects of observation by those who do nothing to help them. They suspect the motives of members of the academic community who have staked research claims, who reduce people to statistics, and whose primary concern apparently is to publish results that will enhance their prestige. Among the trends are the feelings of people in the Canadian North that they are being "used" by researchers who rush in, write a report, and steal away,⁹ the evident distress of Africans over the small amount of research data that flows back to Africa from visitors who have been given access to information,¹⁰ and the sense of outrage toward the anthropologist by the American Indian.

The primary goal and need of Indians today is not for someone to study us, feel sorry for us, identify with us or claim descent from Pocahontas to make us feel better. Nor do we need to be classified as semiwhite and have prog-

⁸See — *African Report*, Vol. 14 (December, 1969).

⁹R. G. Bucksar, "Changes Taking Place in Northern Social Research" (*Northian*, Vol. 6, No. 2, Spring, 1969), pp. 14-17.

¹⁰R. L. West, "Social Change and Social Science Research," *African Studies Bulletin*, September, 1969.

rams made to bleach us further. Nor do we need further studies to see if we are "feasible." We need, instead, a new policy from Congress that acknowledges our intelligence and our dignity.¹¹

Now if the university is going to become increasingly involved in projects abroad, it will need to consider some kind of faculty and/or administrative structure. There are several options ranging from a highly structured and well-staffed central office with responsibility for all the university's overseas programs to a coordinating committee of faculty members involved in international studies or programs and headed part-time by a professor who gets things done by quiet and friendly persuasion. Or a combination of the two in which a coordinating office works closely with interested individuals and departments where international programs exist or can be encouraged. It was this approach that the University of Western Ontario adopted in setting up an Office of International Education in 1969. Its liaison with the faculty is a strong advisory committee and while its role is still emerging, it is already involved in the administration of CIDA contracts and in providing counsel as others are negotiated. The Office is also closely related to the Orientation Program for CUSO Volunteers. It is a two-way answering service that relays and interprets the needs and proposals of national and international agencies, foreign governments and overseas universities to faculty and students at Western, and also informs outside agencies what Western has to offer in the way of experience and expertise. On the other hand, the Office does more than relay information; it acts as a catalyst in getting people together and programs started.

Space does not permit a discussion of other aspects of a university's role in international and intercultural education. Programs of study abroad will no doubt multiply, and it is encouraging to know that the flow of foreign students to Canada has kept pace with the increase in university enrollments. Between 1951 and 1967 Canadian university enrollment rose from 69,000 to 233,000, an increase of 70 per cent. In the same period the number of students from overseas rose from 3,200 to 13,000, an increase of 75 per cent.

My third proposition is that a faculty or college of education has a particular and unique responsibility in the international and intercultural field. Assistance for education is normally regarded as a key factor in development strategy. In the developing world the expansion of education has been given high priority. Some countries have, at least in principle, accepted universal primary education as a basic human right, and between 1950 and 1965 total enrollment in schools and universities of the less developed countries almost tripled. Following this steep rise in enrollment and the continued unemployment of school leavers some clouds of doubt have developed over the quality and relevance of the education that has been provided. Poor facilities, insufficient and antiquated books, and inadequately trained teachers do not encourage

¹¹Vine Deloria, "Custer Died for our Sins," *Playboy*, p. 175.

children to stay in school. Primary schools have all too frequently prepared their pupils for competitive entrance to secondary schools and have not been related to life in an agricultural economy. Secondary education continues to have a strong academic bias and there are relatively few opportunities for technical training related to the needs of the labour market. Teacher education is attempting to modify present rigidities but the supply of teachers with adequate qualifications is still pitifully small.

Both the less developed countries and donor countries have recognized the strategic role of education in development policy, and almost half of all official expenditures for technical assistance is directed to education. We can assume that the need for such assistance will continue for years to come and that Canadians will be asked to provide specialist teachers, teacher trainers, curriculum consultants, advisors and planners who will assist certain developing countries not only in expanding their educational systems but in changing them. In some countries there is, clearly, a desire to break with the literary and humanistic emphasis that was a legacy of the colonial period and to adapt both content and method to economic needs and cultural realities. The determination of policy and the direction of change will of course be decided by the host countries but in all probability they will ask for assistance in implementing those changes, in supplying equipment, experimenting with technology, developing new curricula, up-grading teachers and planning wide-spread innovation. Thus, we should be prepared to send people with high levels of expertise and the capacity to adapt it and themselves to a new culture. They should also have the capacity to accept direction from younger and less-experienced masters.

While the need for specialized educators increases, the demand for young teachers continues. In 1969-70 CUSO sent some 1300 volunteers abroad to 45 different countries. And in so doing it was filling only about one in ten of the requests received. Seventeen countries who have asked CUSO to start a program are still waiting.¹² But the requests now reveal a need for more teachers trained in particular fields, mathematics and science for example, and fewer untrained and inexperienced B.A. generalists. The average CUSO volunteer in past years has graduated in May, taken five weeks of orientation in the summer and stepped into a teaching position in a new culture in September. Some countries have politely pointed out that he would not be permitted to teach in most Canadian provinces, and although they admit their need they also recognize the insult.

Could we not encourage more volunteers to enroll in a College or Faculty of Education in a program designed both for them and for those who want to teach in Indian and Eskimo schools? I have in mind, for

¹²Clyde Sanger, *op. cit.*, (Toronto: Ryerson Press, 1969), p. 233.

example, the Program in Intercultural Education at the University of Alberta and the one-year program for university graduates that we are planning to offer at Althouse College. The Althouse students will take the regular Diploma Course with two teaching options, but their foundation subjects may include Intercultural Psychology, Sociology and a course in Comparative Education. We are, by the way, experimenting this year with a course that examines four African countries and then concentrates on the native people and the northern development of Canada. We believe that productive connections can be made. The students who enrol in ITEP (Intercultural Teacher Education Program) will normally undertake practice teaching on an Indian Reserve or in an inner-city school where language, values and behaviour norms may be different from their own. During the following summer they will have the option of enrolling either in an orientation course for CUSO Volunteers, or a new five-week program for teachers of Indian children sponsored by the Ontario Department of Education and located at Moose Factory in James Bay. Behind the ITEP is the notion that young teachers who may be attracted either to Nigeria or Inuvik need better preparation than they have been getting. Part of that preparation can come through common experience in intercultural studies with the objective of developing new attitudes and sensitivities towards different cultures. And another part should be rather special and directed towards the particular environment in which a student will teach.

We know, of course, that only a small minority of our students will teach abroad or in the less developed areas of Canada. What kind of introduction to other cultures, vicarious or first-hand, should be available to the majority of young teachers? I can give only one or two suggestions. We may be able to find new ways of linking study and travel. Students and faculty in comparative education at Michigan State and Althouse College exchange visits each year and it may be possible to integrate a French Canadian or European visit into a comparative education course. Or we can encourage more of our students to become aware of world issues. During the mid sixties Harold Taylor visited 52 American campuses and found that the students who were preparing to become teachers were seldom interested in world issues, social change and international affairs.¹³ Summer travel, whether tied to winter study or not, can open new windows but the conducted tour of European capitals may be of limited benefit to the future teacher. The Experiment in International Living has found that a four-week visit in a private home — the “homestay” — should be the heart of an experience abroad. By living as a member of a family and immersing himself in another culture he learns something of it — and himself, particularly his capacity to relate to others across cultural boundaries.

¹³Harold Taylor, “World Education for Teachers,” *Phi Delta Kappan*, XLIX, No. 4 (December, 1967), p. 179.

And finally, where does the college of education stand in developing a greater public awareness of international issues and Canada's role in development assistance? Not, I think, by becoming directly involved in adult education, but indirectly through the continuing education of teachers. Some form of international and intercultural studies are beginning to appear in secondary schools, and more courses in history, geography, and literature now include sections or units on the non-western world. Teachers whose own education was almost entirely "western" are not adequately prepared to teach, say, some phase of African or Asian Studies. A five-week immersion with other teachers in a curriculum development workshop staffed by a team who know both content and method could be one way to prepare a course on India, or West Africa. Consultation during the year and a second summer for evaluation and revision would be even better. There are, of course, some excellent materials now available. Project Africa, based at Carnegie-Mellon University in Pittsburgh, has developed audio, visual and printed materials and teaching guides. But teachers need time to study such materials and to develop their own, to learn content and to plan classroom strategy. For both a teacher and his students curriculum is essentially a process, a doing.

Incidentally, in the fall of 1967 Project Africa surveyed the knowledge and impressions held by 3,259 average ability, seventh and twelfth graders in school districts across the United States. To these young people Africa south of the Sahara appears as a primitive, backward land with no history — a hot, strange region of jungles and deserts populated by wild animals and naked savages, cannibals and pygmies. Missionaries and witch doctors vie for control of the natives who hunt with spears and poison darts when not sitting in front of their huts beating on drums.¹⁴ I really don't know whether the impressions of Canadian youngsters are different, but I doubt it. If we feel that these images need to be corrected and that there is much that Canadians can learn from "primitive" societies perhaps the place to start is with the education of the primary and secondary school teacher.

In presenting these proposals I have ranged rather widely but essentially my argument is this: In a period when development assistance is desperately needed by the developing world, Canada has the resources and the qualifications to take leadership among the middle powers. In mounting a program of assistance and cooperation the universities can become valuable partners in supplying technical assistance personnel, educating and training overseas nationals, and conducting research. For the college and faculty of education a dual role lies open: it may participate directly as a supplier of teachers, consultants, or whatever kind of educational personnel a developing country feels it needs, and it can

¹⁴E. Perry Hicks and Barry K. Beyer, "Images of Africa," *Social Education*, XXXII (December, 1968), pp. 779-784.

build into its programs for both beginning and experienced teachers an international and intercultural component. Undergirding all this is a conviction that our cooperation abroad can and should be linked to development at home.

As a matter of national policy both government and the universities should extend the hand of cooperation to the developing nations *and* to our own native people.

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