

Information Concerning the Training for Junior Diplomats of the United Arab Emirates at the University of Pennsylvania

Professor Walter Wales
Chairman, Faculty Senate
303 A College Hall/CO

November 1, 1979

Dear Walter:

At two separate meetings of the University Council Steering Committee I discussed the fact that I have allowed the training for junior diplomats of the United Arab Emirates to be carried on at the University of Pennsylvania. The program is approved for only one year and will be evaluated at the end of this year by a committee I shall appoint in consultation with the Senate Advisory Committee and the Educational Planning Committee.

In coming to this decision I took the following considerations into account. The agreement was proposed by our graduate group in international relations, chaired by Professor Frederick W. Frey, and by our Middle East Center, directed by Professor Thomas Naff. The proposal was approved by Dean Robert H. Dyson, Jr., of the Faculty of Arts and Sciences, on the basis of the positive recommendation of the faculty advisory group. In view of the recommended interim guidelines for the acceptance of gifts, grants and contracts (June 1978), in consultation with you I decided that the proposed agreement with the United Arab Emirates was an important issue that should be discussed by a subcommittee chaired by you and advisory to me.

On July 25 I received a preliminary report from your committee, recommending approval of the program. This report was updated by you on September 20 and forwarded to me. I have decided to follow your positive recommendation and approve the program. I have received, however, the dissenting opinions of Professor Paul Bender and Ms. Jeannine Coyne. I share the concerns expressed both by your committee and the dissenters, particularly in light of the fact that the interim guidelines for the acceptance of gifts, grants, and contracts have proven unsatisfactory. Problem areas in the interim guidelines include: the lack of provision for service contracts and training programs, the summer hiatus when *Almanac* is not published and many faculty and students are not on campus. In addition, there is no mention of whether the University may subcontract through the State Department, as in the case of IREX, which governs our relations with Soviet and East European governments. To the best of my knowledge, these governments have never provided us with nondiscrimination compliance statements. Finally, there exists the possibility of admitting all these junior diplomats on an individual, non-credit basis, thus circumventing the spirit in order to fulfill the letter of the guidelines.

It should also be noted that the training program is being taught by our faculty on our own campus, is subject to general University regulations, and does not involve degree credit or certificates. We have had a similar agreement with Japan within our English Program for foreign students.

I hope your committee will present recommended permanent guidelines as soon as possible, for review by the University community, legal counsel, and Trustees. I share your frustrations and concerns in judging this extremely difficult and complex case. Many thanks to you and your colleagues for the time and effort devoted to this matter.

Sincerely yours,
Vartan Gregorian

Report of the Ad Hoc Committee to Review Foreign Gifts, Grants and Contracts

July 24, 1979 (Revised September 20, 1979)

INTRODUCTION

The Ad Hoc Committee to Review Foreign Gifts, Grants and Contracts was convened pursuant to Section 10d of the Interim Guidelines for the Acceptance of Gifts, Grants and Contracts (Attachment I) to review a proposed contract between the University of Pennsylvania and Abu Dhabi (Attachment II). The Committee first met on June 26, 1979. During part of that meeting the Committee discussed the proposal with Professors Frederick Frey and Thomas Naff. During part of the discussion Professor Donald Murray, Coordinator of International Programs, was also present. The Committee members were generally favorably disposed toward the proposal, but agreed that further reflection and a superficial survey of possible campus reaction might be prudent. We conferred by telephone the following few days, and met again with Professor Naff June 29, 1979. The language of this report was refined in telephone conversations following that meeting.

Paul Bender has written a dissenting statement which is included (Attachment III). Jeannine Coyne concurs with this dissent. The other committee members agreed that the proposed contract should be approved.

THE PROPOSED PROGRAM

The proposed program contemplates a year of special training in English, diplomacy, international affairs, international law and organization, and international economics for ten junior diplomats from the United Arab Emirates. The co-directors of the program are current University of Pennsylvania faculty members. The associate director will be a former Pennsylvania graduate student who is an Abu Dhabi national. He will be a temporary employee of the University during the duration of the program. The English training would be provided by the University English Program for Foreign Students. The specialized training would be provided by Pennsylvania faculty for relevant disciplines and by special lecturers from the State Department and other institutions. The tutors will be selected from among current University of Pennsylvania graduate students. In addition to formal training, the students will visit international centers in New York and Washington. The students will be housed at the University during part of the year and in private homes during the remainder. We understand that similar programs have existed at Oxford University and the University of Geneva.

ADVANTAGES OF THE PROGRAM

The program, in addition to providing a direct service to the United Arab Emirates, will provide indirect benefit to the University and to the United States. The contacts between the University and these students may be very helpful in developing cordial relations which will be of future benefit to those University programs which depend on international cooperation. In addition, the experience should be directly valuable to both faculty and graduate students who are involved. The University is very well suited for such a program, since it possesses strength in the relevant subject areas, experience in teaching English to foreign nationals, and is convenient to both New York and Washington.

DISADVANTAGES OF THE PROGRAM

This is primarily a service contract. We assume that the educational advantages of the contract outweigh, in the dean's mind, the general bias against service contracts which is tacitly assumed in guidelines on external funding. The program will distract some faculty from other pursuits. However, this decision is one which must be made by the dean and faculty members. Although we understand that no costs will be incurred by the University, the practice of setting a nominally low indirect cost rate is not a comfortable one. Finally, there is some potential that there will be some objection to entering into any formal relationship with a nation whose practices are very different from our own.

CONCLUSIONS

The contract with Abu Dhabi appears to present both potential advantages and potential hazards. On balance, the latter do not seem to be of sufficient magnitude to justify interfering with the right of faculty members and schools to make their own judgments about how they will organize their activities. We are uncomfortable that the available guidelines are not explicit about service contracts, but do not feel that this contract is significantly outside the range of normal practice within the University.

Because there is some potential for future contracts of this nature, it may be useful to inquire more deeply than normal into the progress of this one. We suggest that a review panel be appointed to report to the Steering Committee of University Council in the late spring of 1980. The panel should report both on the experience with this project and the potential for future similar projects.

SOME COMMENTS

The Ad Hoc Committee feels the program itself is not incompatible with University policies, principles, and goals. However, we feel we should call attention to some difficulties presented by the interim guidelines in relation to the contract itself. Although the guidelines are excessively cumbersome and in many ways unreasonable, they represent, at the present time, the only set of rules we have available:

Item 3: Since the program is controlled by the University, instances of discrimination against University personnel should not occur. However, it appears that the Guidelines require an explicit statement, which should be part of the final contract.

Item 11: Publication in *Almanac* two weeks prior to approval is impossible, and special mechanisms for handling applications received during the summer have not been developed.

Item 12: No one is here to object, but clearly we are not meeting this requirement. Perhaps an objection should be assumed and the Steering Committee asked for advice.

David DeLaura (English)
Philip Kellman (grad psych)
Howard Myers (dental)
Mitchell Portnoy (Wh '80)
Walter Wales (physics), Chairman

Interim Guidelines for the Acceptance of Gifts, Grants and Contracts

Pending complete review of University policies, guidelines and procedures related to the acceptance of gifts, grants or contracts from extramural sponsors, this committee has limited its review to the attached documents,* found them to be generally reasonable, and attempted to integrate them into a more readily usable form. Given the very brief time of two days available to us, we have been unable to consider new issues. Nor have we been able to consider the question of setting forth an ethical standard for the acceptance of external funding. We feel that this issue should be addressed by the successor committee which is to be appointed to redefine and

perhaps modify these interim guidelines. This committee should also undertake the development of a detailed set of guidelines for service contracts.

For the immediate future, including issues under current consideration, we recommend that the fundamental conditions for the acceptance of gifts, grants and contracts be those set forth in the president's and provost's memo, as clarified and expanded below in cognizance of the trustees' memorandum and other documents cited, namely:

1. The purposes to be served must be academically worthy, in accord with the needs and priorities of the University, and not impediments to the achievement of other academically worthy aims or programs.

2. No donor or grantor shall have actual or constructive control over a program or project beyond that implied by mutually agreed upon requirements for financial accountability and preservation of the donor's or grantor's rights in data and/or patents. The terms of the gift, grant or contract shall clearly reflect the true interests and relationships of the parties.

3. No conditions may be attached to the gift, grant or contract that would in any way jeopardize the University's commitments to the principles of academic freedom and nondiscrimination. All instructional programs, service functions and research activities in which the University participates, whether in the United States or elsewhere, must conform rigorously to the principle of nondiscrimination. Foreign sponsors should be informed in writing, and in explicit detail, of the laws of the United States prohibiting discrimination, and of the rigorous commitment of the University to the principles underlying those laws. Sponsors shall be required to provide written assurances, as a binding term of the agreement or contract, that the program under sponsorship shall be nondiscriminatory in all its aspects. This agreement might reasonably be similar to the nondiscrimination declaration legally required of United States universities receiving federal funds.

4. All established University policies fostering the free dissemination of research results (and otherwise restricting secret research) must be respected. (See the integrated statement on the conduct of research programs, referred to in footnote for details.)

5. Any academic appointment supported by gifts, grants or contracts shall be made in accord with established University procedures. Procedures and criteria for the appointment of academic staff are crucial to the independence of the University. No part of this responsibility can be surrendered to, or shared with, an external agency. The University will not accept any arrangement whereby an outside agency may place personnel of its choosing on the campus (other than in the departments of military sciences). If any person should be nominated for any position on the campus as a result of his connection with, or designation or suggestion by, an outside agency, that appointment must pass through all normal procedures applicable to that position; throughout those procedures full disclosure shall be made of the individual's relation to the outside agency. Academic merit shall be the primary and domination criterion for such appointment.

6. Acceptance of the gift, grant or contract should entail no University financial obligations in the present or any time in the future except those known and judged to be worth the expenditure or financial risk.

7. Academic programs must be protected from parochial or ideological advocacy. Every effort should be made to provide representation to the full range of responsible academic opinion in a given field. Faculty in a particular discipline should represent fairly the diversity of methodologies and approaches within the field. Foreign donors should be informed fully and explicitly of this commitment to scholarly diversity.

8. In programs serving a preponderance of international students from a specific area, care must be taken that the students are *bona fide* students devoted primarily to academic purposes and meeting the normal academic standards of the University. Admissions procedures must be consonant with all the normal standards of the University, and the responsibility for selection and

admission of students must reside entirely with the established University authorities.

9. Procedures involving the establishment of ties with foreign universities and the acceptance of funding from foreign sources shall be governed by the policy statement of the Council committee on international programs, March 22, 1978.

10. All agreements with extramural sponsors shall be reviewed by appropriate University officers and/or committees before adoption, to ensure their compatibility with University policies and goals. Such officers and/or committees include, but are not necessarily restricted to:

- a. Cognizant deans and department chairpersons and, in the case of programs involving more than one school, the Council committee on research. Primary responsibility for evaluation of academic merit resides here.
- b. For research agreements, the director of research administration and, at his discretion, the vice-provost for graduate studies and research and/or the Council committee on research.
- c. For agreements involving foreign organizations or governments, the coordinator of international programs and the committee on international programs.
- d. For contracts funded by foreign governments or by organizations closely affiliated with such governments, a broadly based faculty student committee should be established as quickly as feasible to determine compatibility with the University policies, principles and goals on grounds other than academic merit. On an interim basis we suggest that this review function be performed by an ad hoc committee consisting of the chairman and chairman-elect of the Faculty Senate, the chairman of the Council committee on research, and the student members of the Steering Committee. Any of the above who cannot attend a meeting may designate a substitute.
- e. The general counsel of the University, when appropriate.

11. Information on contracts or other arrangements submitted in the future that fall outside the realm of academic research as governed by the research policy statement mentioned above, shall be published in *Almanac* at least two weeks in advance of final approval and shall include, in addition to a brief outline of the proposed project:

- a. Sources of support
- b. Names of sponsor
- c. Name(s) of principal investigator(s)
- d. Period of the agreement
- e. Funding amount

It is recognized that this will require a special means for handling applications received during the summer.

12. Approval shall be deferred if any member of the University, to whom the proposed project is offensive, appeals to the Steering Committee of the University Council for a review of the compatibility of the project with University projects and goals. If such an appeal is made, the review will be undertaken with all reasonable speed.

13. Every reasonable effort shall be made to accommodate programs of interest to our faculty members within these guidelines.

*Ad Hoc Committee on Guidelines for
the Acceptance of Gifts, Grants and Contracts:*

Jean Crockett (finance), James O. Freedman (associate provost), Donald Langenberg (vice-provost for graduate studies and research), Barbara Lowery (nursing), Peter McCleary (architecture), Walter Wales (physics), Tish Murphy and David Seide (students), George Koelle (pharmacology, chairman).

June 30, 1978

Note: In accord with recommendation 10d, an ad hoc faculty/student committee has been formed, consisting of: Faculty Senate Chairman Irving B. Kravis (economics, chairman), Paul Taubman (economics; replacing Taubman for the summer was Julius Wishner, psychology), Walter Wales (physics), Howard Myers (pharmacology), and Tish Murphy and Mark Lerner (students). The committee's report will appear in Almanac.

*President's and provost's memo of February 21, 1978 (*Almanac*, March 21, 1978); trustees' committee memorandum (*Almanac*, May 23, 1978); policy statement of the Council committee on research, April 18, 1978; policy statement of the Council committee on international programs, March 22, 1978; integrated statement of University policy on conduct of research programs, November 1, 1972 (Appendix I of *Research Investigators' Handbook*).

Objectives of the Program

The program is designed to provide special training for junior diplomats from the United Arab Emirates in diplomacy, international affairs, international law and organization, and international economics. In addition, courses will be offered in English language skills.

ELEMENTS OF PROGRAM

1. *Special Workshops:* A series of four, four-week workshops covering topics of special interest to future diplomats (suggested topics given below). Each workshop will include a total of twenty-four hours of intensive instruction, designed for the group by a leading academic expert in the field.

2. *English Language Instruction:* Given both through the formal English Program for Foreign Students and in individualized format through small-group tutorial. Tutors will be provided throughout the program to assist students both in English language *per se*, and in comprehending and mastering the concepts and vocabulary encountered in the workshops.

3. *State Department:* Diplomats from the Department of State will be invited to deliver lectures on the practical aspects of diplomacy and foreign service.

4. *Lectures:* A series of up to eight lectures to supplement the seminars by introducing additional topics of importance to foreign service officers. Lecturers may be drawn from both academic and professional circles from the State Department and other ministries.

5. *Introduction to U.S., U.N., and international agencies and facilities:* Guided visits to New York and Washington, with introductory lectures by officials of relevant agencies, organizations, and missions.

6. *Orientation and Counselling:* Assistance with settling in Philadelphia, introduction to the amenities of the University and its environs, and counselling for both academic and personal problems. These services will be performed by the tutors (see No. 2 above), who will maintain a continuing relationship with the students throughout their time at Penn. Orientation will include sight-seeing, experience in using transportation systems, explanation of University and city services (including medical services) and how to use them, introduction to shopping areas and procedures, recreation facilities, social customs, and inter-city transportation. The tutors will be the resource persons closest to the students; the associate director and director will also be readily available to assist the students at all times.

PERSONNEL

1. *Director:* Professor Frederick Frey, director of the Graduate Program in International Relations and/or Professor Thomas Naff, director of the Middle East Center, both of whom know the Middle East very well and who have designed and organized the

program, will be principally responsible for the entire program, in concept and in practice, and will represent the University. The associate director will report to the director, who will also be a resource person for the individual students.

2. *Associate Director*: An individual who knows Arabic and English, and Arab and American culture. He will oversee—under the supervision of the director—the day-to-day implementation of the entire program, organize the orientation program, and advise students throughout their stay.

3. *Tutors/Counsellors*: Individuals who know English and Arabic, to assist students on an individual basis and to provide individual and small-group tutorial assistance in English language and on the subject matter of the workshops, supplementing and reinforcing both and, where possible, providing a link between the two aspects of training through selection of materials. Tutors will also be available as counsellors outside the normal tutorial hours to help students individually. One tutor/counsellor will be provided for each two-three students.

4. *Workshop Leaders*: Academic experts (curricula vitarum for leaders of the proposed topical workshops will be made available) in the fields of political science, international relations, history, law, and economics, who are knowledgeable both in disciplinary methods and theories, and in the Middle East area.

5. *Professional Diplomats and Foreign Service Officers*: Professional diplomats will explain the functions and procedures of diplomacy and foreign relations.

6. *Lecturers*: Experts from collateral fields who will increase the students' exposure to the full range of knowledge, methodology, theory, and practice useful to a foreign service officer.

SPECIAL WORKSHOPS

Suggested topics:

1. *International Relations Theory*: Basic theoretical skills and models from the social sciences, as applied to international relations. (Suggested workshop leader: Frederick Frey)

2. *Problems of Middle Eastern Diplomacy*: Technical aspects of such topics as treaties, conventions, protocols, international waterways, riparian rights, processes of negotiation, international geo-political power alignments, and the Arabian Gulf in world affairs. (Suggested workshop leader: Thomas Naff)

3. *International Law and Organization*: Commercial and political aspects of international law, the practice of nations, trade and business regulations, national laws which impinge on international relations, the International Court at The Hague. (Suggested workshop leaders: Ann Elizabeth Mayer and Noyes Leech)

4. *International Economics*: Basic economic concepts, economics of development, energy resources, petrodollars and investment, the role of international agencies (World Bank, IMF, international banks), central banks, balance of trade and balance of payments, North-South Dialogue. (Suggested workshop leader: Jere Behrman)

LECTURES

Suggested topics:

1. Peace science and techniques of conflict resolution
2. Diplomatic correspondence and diplomatic protocol
3. The multinational economic order
4. The Arabian Gulf in world affairs
5. Energy, OPEC, and oil diplomacy
6. The Euro-Arab dialogue
7. SALT talks and the arms race in the international system
8. Problems and prospects of economic development in the "Third World"

PROPOSED CALENDAR (August 1, 1979 - July 31, 1980)

English Language Training

August

Reception and orientation, settling in, introduction to the University and environs: In small groups with tutors/counsellors.

English language tutorials: In preparation for the intensive English program.

September - February

Intensive English Program: twenty-three hours per week for three terms.

Tutorials: In small groups to supplement and reinforce intensive English training. Tutors will stress composition and comprehension of materials to be covered in the workshops (see below), introducing students in advance to the vocabulary and concepts of these subjects.

March - May

Semi-Intensive English Program: thirteen hours per week.

Tutorials: In small groups. Continuation of tutorial program for September-February.

Special Workshops

January - May

A series of four specially designed workshops (see proposed topics, page 4), each to run 6 hours per week for four weeks.

Lectures and Field Trips

June - July

State Department lectures: By foreign service officers on selected topics.

Occasional lectures: A series of up to eight lectures on special topics.

New York City: Introduction to the United Nations, secretariat and international agencies, Arab and other missions. Visits also to multinational corporations and banking headquarters of firms with interests in the Middle East [e.g., oil companies].

Washington, D.C.: Introduction to the United States capital, the State Department, Commerce Department, Treasury Department, Defense Department, Arab and other embassies, the World Bank, the International Monetary Fund, etc.

BUDGET

		Proposed 4/25/79	Revised 6/15/79
1. (Co-)Director(s)—including planning and administration			
a. Stipends	\$6,000		
b. Employee benefits 18.9%	1,134		
	7,134	7,134	7,134
2. Associate Director			
a. Salary \$1,500/mon. [8 mon./12 mon.]		12,000	18,000
b. Employee benefits 18.9%		2,268	3,402
3. Secretary, part-time			
a. Salary, 6 mon. \$500/mon.		3,000	-0-
b. Employee benefits 28%		840	-0-
4. Instructional costs:			
Faculty, tutors/counsellors, tuition and fees, materials (purchase, preparation, duplication), special lectures, communications, etc.			
5. Health: Student health service and insurance (\$130/student for summer and fall)		\$1,300	-0-
6. Housing: \$250/student/mo. for six months		15,000	-0-
7. Travel expenses: For students and tutors in the Philadelphia area, New York, and Washington		5,000	5,000
TOTAL DIRECT COSTS		130,542	107,536
8. Overhead (15%)		19,130	16,130
TOTAL COSTS		\$150,132	\$123,666

SEPARATE RECOMMENDATION OF PAUL BENDER, Chairman-Elect Of the Faculty Senate (Jeannine Coyne, Grad Social Work, concurs)

I recommend that this contract between the University and the United Arab Emirates not be approved by the provost at the present time. The proposed University of Pennsylvania training program for the junior diplomats of a foreign country seems to me to be plainly inconsistent with the June 30, 1978, University Interim Guidelines for the Acceptance of Gifts, Grants and Contracts, and it is common ground that these interim guidelines presently govern all contracts with foreign governments, including the one involved here. I believe that the proposed program violates interim guidelines provisions relating to academic worth, discrimination and selection of students, and that guideline procedures relating to publicity also have not and cannot be followed.

Whether the existing guidelines are too restrictive and whether they therefore ought to be changed in order to permit contracts like this one are issues that I believe raise sensitive and difficult questions of University policy in at least two areas: University rules relating to nondiscrimination, and University policies about the appropriateness of performing service functions for outside agencies. Changes, if any, should thus be accomplished through the proper University policymaking procedures; unless and until changed, the present interim guidelines should be followed. *Ad hoc* changes in sensitive and controversial aspects of University policy are generally a poor idea. They are especially unwise if they take place over the summer, without the knowledge of most of the University community. Emergencies may sometimes require such extraordinary action, but this is surely not such a case.

In my opinion, the proposed contract violates several different provisions of the June 1978 interim guidelines applicable to contracts with extramural sponsors. I will consider the relevant provisions in the order in which they appear in the guidelines.

1. Paragraph 1 of the guidelines requires that the purposes to be served by a contract with an extramural sponsor "must be academically worthy, in accord with the needs and priorities of the University." The most likely meaning of this language, it seems to me, is that the program involved be one that the University would wish to pursue for academic reasons (if it had the resources) quite apart from the extramural sponsor's desires. At the very least this language means that the program must be an *academic* one, similar to other University academic programs. I cannot imagine that training a foreign nation's young diplomats in English and the practical aspects of diplomacy and foreign service is—or should be—part of this University's *academic* objectives. I might point out in this connection that, so far as I can tell, this program has never been discussed or approved by any faculty of the University, or by the faculty in any department. At a minimum, the requirement of academic worth would seem to me to require such discussion and approval.

As the majority's recommendation makes clear, this program is a *service* program rather than an academic program. The academic worth requirement of paragraph 1 of the guidelines, as I have said, seems to preclude such a service training program on behalf of an extramural sponsor at the present time. This is perhaps confirmed by the introductory language to the guidelines, which recommends that a committee "should... undertake the development of a detailed set of guidelines for service contracts." So far as I know, such guidelines for service

training programs have not yet been developed. When they are, I am not at all sure that they will permit service training contracts like this one. Consider, for example, paragraph 10 of the Guidelines on the Conduct of Research Programs (in the April 24, 1979, *Almanac*). These research program guidelines do address themselves specifically to service programs. They would permit service research programs only in "exceptional circumstances." Otherwise, the "primary aim" of all research contracts with extramural sponsors must be "contributions to general knowledge." The same academic policy might well be appropriate for service programs generally. In all events, until separate specific guidelines for service contracts are developed, the present interim guidelines cover such contracts with extramural sponsors, and the academic requirements of the present guidelines do not seem to be met by this program.

2. Paragraph 3 of the guidelines reminds that "[a]ll instructional programs, service functions and research activities in which the University participates, whether in the United States or elsewhere, must conform rigorously to the principle of nondiscrimination... Sponsors shall be required to provide written assurances... that the program... shall be nondiscriminatory in all its aspects."

I doubt very much whether the proposed program can fairly be considered to be "nondiscriminatory in all its aspects," since I believe that the United Arab Emirates practices several relevant types of discrimination in selecting the diplomats that would be trained by the University under this program. For example, Jews would not be selected; nor would women. There might, in addition, even be discriminations among various Islamic sects in selecting the diplomats.

The guidelines say that a nondiscrimination assurance must be given by the outside sponsor to the University and that this assurance "might be reasonably similar to the nondiscrimination declaration legally required of United States universities receiving federal funds." I have considerable professional familiarity with these declarations, which are required by Title VI of the 1964 Civil Rights Act and similar legislation. I am reasonably certain that a United States university's nondiscrimination declaration would prevent it from receiving federal funds for a program to which it would not admit women or Jews.

3. Paragraph 8 of the guidelines seems to reinforce the academic worth requirement of paragraph 1, as it applies to programs with foreign students, by providing that "[i]n programs serving a preponderance of international students from a specific area, care must be taken that the students are *bona fide* students devoted primarily to academic purposes and meeting the normal academic standards of the University." The diplomat-trainees who would be the students in this program seem not to meet this standard.

Paragraph 8 then goes on to state an even more explicit requirement that constitutes another apparent bar to the present program. This is that "[a]dmissions procedures must be consonant with all normal standards of the University, and the responsibility for selection and admission of students must reside entirely with the established University authorities." The students in this program, however, will be selected by the foreign sponsor, not by University admissions authorities.

4. Finally, paragraphs 11 and 12 of the guidelines impose strong publicity requirements that have not been satisfied here—nor can they be satisfied in view of the fact that the proposed program is scheduled to start in August 1979. Paragraph 11 requires publication of basic information about the program in *Almanac* "at least two weeks in advance of final approval." Under paragraph 12, final approval of a program must be deferred if any member of the University finds the proposed program offensive. The question must then be submitted to the Steering Committee of University Council.

Up to the present time, information about this program has not been published in *Almanac*. Publication between now and August would obviously not serve the spirit of the guidelines, even if approval could be deferred for two weeks after publication, since *Almanac* does not reach most faculty and

students at this time of the year. Paragraph 11 recognizes that "applications received during the summer" may require "special... handling." This application does not qualify for such special handling because it was received by the University several months ago, well before the summer season began. Given the potentially controversial nature of the issues involved, and the apparent violations of the existing guidelines, it should have been publicized then, if the plan was to go forward in August.

The failure to publicize the program in time, as the guidelines require, may have been caused by an inadvertent failure to take the guidelines into account. I might, therefore, perhaps be inclined to consider waiving the publicity and deferral rule if the proposal involved here clearly complied with the substantive provisions of the guidelines and was otherwise not likely to be controversial or potentially offensive to any members of the University community. As I have shown above, however, the proposal does *not* clearly comply with the substantive guidelines, but seems to violate several of them. Nor does it propose a wholly non-controversial program. In fact, I would not be at all surprised if a significant number of people on campus had serious doubts or reservations about whether the University should help to train the diplomats of a foreign country whose foreign policy objectives are in some important respects in direct conflict with the foreign policy and best interests of the United States. Nor am I aware of any precedents on campus for training programs even remotely similar in character to this one, so unbroken past practice surely does not justify going ahead here without adequate notice to the university community.*

Conclusion

For the above reasons, I would not approve of the proposed project at the present time. If there is strong feeling that the existing guidelines should be amended to permit contracts like this, that issue should be addressed by the proper University policy advisory bodies as soon as possible, with the full participation of faculty, students, and administration. In general, I think that it is very important in matters of this kind to adhere to existing rules, and to make changes only according to regular and open procedures. Too often at this University we draft rules in response to controversy or crisis and then promptly forget them when the controversy dies down. That is not sound governance.

*Direct reference to the Steering Committee, as the majority of the Committee proposes, is a step in the right direction, but it does not provide an adequate substitute for the guidelines procedures in this case. The guidelines contemplate that the Steering Committee will be aware of the extent and character of the objections received after due publication. The Steering Committee would not have that information here. I note that an informal survey of a handful of my law school colleagues in early July turned up one very strong objection to this program and at least one or two doubtful responses.

July 13, 1979
(revised July 15, 1979)

Special Training Program For Foreign Ministry Personnel From The United Arab Emirates

Final Version, August 27, 1979

Submitted by Frederick Frey, chairman, Graduate Group on International Relations, and Thomas Naff, director, Middle East Center

OBJECTIVES OF THE PROGRAM

The program is designed to provide special training for junior diplomats from the United Arab Emirates in the fields of diplomacy, international affairs, international law and organization, and international economics. In addition, special training will

be offered in English language skills. A major aim of the program is to expose the UAE diplomatic trainees to American culture and to its educational and social customs, providing them with knowledge, experience, and insights that may enable them to represent their country effectively.

In order to achieve these objectives, the UAE diplomatic trainees are expected to be punctual and diligent in their work, and to spend a major portion of their time at the University of Pennsylvania in the serious pursuit of the program objectives, thus enabling them to maximize their benefit from the special opportunities and facilities available to them throughout the duration of the program. At the request of the UAE Foreign Ministry, trainees are reminded that progress reports evaluating each individual will be submitted periodically both to the Director General of Information and Cultural Affairs and to the Embassy.

ELEMENTS OF THE PROGRAM

1. *Topical Workshops:* A series of four, four-week workshops covering topics of special interest to future diplomats (suggested topics are given below). Each workshop will include a total of twenty-four hours of intensive instruction, designed for the group by a leading academic expert in the field.

2. *English Language Instruction:* Given both through the formal English Program for Foreign Students and in individualized format through small-group tutorial. Tutors will be provided throughout the program to assist students both in English language *per se*, and in comprehending and mastering the concepts and vocabulary encountered in the workshops.

3. *State Department:* Diplomats from the U.S. Department of State will be invited to deliver lectures on professional aspects of diplomacy and foreign service.

4. *Lectures:* A series of up to eight lectures to supplement the seminars by introducing additional topics of importance to foreign service officers. Lecturers may be drawn from both academic and professional circles, from the State Department, other ministries, international organizations, foundations, and voluntary associations.

5. *Introduction to U.S., U.N., and international agencies and facilities:* Guided visits to New York and Washington, with introductory lectures by officials of relevant agencies, organizations, and missions.

6. *Orientation and Counselling:* Assistance with settling in Philadelphia, introduction to the amenities of the University and its environs, and counselling for both academic and personal problems. These services will be performed by the associate director and the tutors, who will maintain a continuing relationship with the students throughout their time at Penn.

Orientation will include sight-seeing, experience in using transportation systems, explanation of University and city services (including medical services) and how to use them, introduction to shopping areas and procedures, recreation facilities, social customs, and inter-city transportation. The tutors will be the resource persons closest to the students; the associate director and directors will also be readily available to assist the students at all times.

7. *American Host Families:* Each diplomatic trainee will be assigned a host family who will invite him for social visits on a regular basis and involve him in appropriate family activities. The family will also act as a resource for information and advice. Through the host family program, the trainees will be introduced to American social customs.

8. *Regular University Courses:* At an advanced stage of the program, those trainees who are exceptionally qualified and interested may be permitted to attend or audit appropriate regular courses in the International Relations Department and other departments of the University of Pennsylvania. This will enable interested trainees to interact with the regular students of the University of Pennsylvania, acquainting them with the American educational systems and methods. Such participation will be

available only to those interested trainees who have demonstrated sufficient mastery of English language skills during the first six months of the program.

GENERAL REMARKS

1. *Housing:* Effort will be made to provide trainees with on-campus housing, but this cannot be guaranteed at the moment (August 27). Trainees who cannot reside in on-campus facilities will be given what assistance they require to locate nearby facilities. Lease contracts in the United States generally run for twelve months. Trainees will pay the rent, which may be as much as \$450-\$500 per month, depending on the type and location of the residence.

2. *Medical Care:* Trainees may receive routine medical care through the University of Pennsylvania's Student Health facility, located on campus at the Hospital of the University of Pennsylvania (HUP). Non-routine medical care may be covered through Blue Cross-Blue Shield insurance, which is available through Student Health at a special student rate of less than \$200 per year.

3. *Other Expenses:* Study visits to international and American agencies and organizations in New York and Washington, and field trips to business firms and cultural sites in the Philadelphia area, will be organized and paid by the program. Outings to other U.S. cities may be organized during holidays with the help of the program, but these must be paid by the individual trainees.

4. *Climate:* The weather in Philadelphia ranges from pleasantly warm to hot and humid in the summer. Autumn and spring are cool with some pleasant sunny days and some rain. Winter is cold, with rain, ice, and snow. Trainees should be prepared to purchase winter clothing for themselves and any accompanying family after arrival in Philadelphia, since no clothing designed for use in the Middle East will be warm enough for use in Philadelphia during the winter.

PERSONNEL

1. *Directors:* Professor Frederick Frey, chairman of the Graduate Program in International Relations, and Professor Thomas Naff, director of the Middle East Center, both of whom know the Middle East well, who have designed and organized the program. They will be principally responsible for the entire program in concept and in practice, and will represent the University of Pennsylvania.

2. *Associate Director:* Nabil Z. Ahmed, formerly a member of the National Bank of Abu Dhabi and presently a Ph.D. candidate in International Relations at the University of Pennsylvania. Mr. Ahmed knows Arabic and English, and Arab and American culture. He will oversee the day-to-day implementation of the entire program, organize the orientation program, and advise students throughout their stay. The associate director will report to the directors, and will also be a resource person for the individual students.

3. *Tutors/Counsellors:* Individuals, who know English and Arabic, to assist students on an individual basis and to provide individual and small-group tutorial assistance in English language and on the subject matter of the workshops, supplementing and reinforcing both and, where possible, providing a link between the two aspects of training through the selection of materials. Tutors will also be available as counsellors outside the normal tutorial hours to help students individually. One tutor/counsellor will be provided for each two-three students.

4. *Workshop Leaders:* Academic experts in the fields of political science, international relations, history, law, and economics, who are knowledgeable both in disciplinary methods and theories, and in the Middle East area.

5. *Language Teachers:* Professionals trained in the teaching of English as a second language from the University of Pennsylvania's English Program for Foreign Students.

6. *Professional Diplomats and Foreign Service Officers:* Professional diplomats will explain the functions and procedures of diplomacy and foreign relations.

7. *Lecturers:* Experts from collateral fields who will increase the students' exposure to the full range of knowledge, methodology, theory, and practice useful to a foreign service officer.

SPECIAL WORKSHOPS

Topics:

1. *International Relations Theory:* Basic theoretical skills and models from the social sciences, as applied to international relations.

(Workshop leader: Frederick Frey)

2. *Problems of Middle Eastern Diplomacy:* Technical aspects of such topics as treaties, conventions, protocols, international waterways, riparian rights, processes of negotiation, international geo-political power alignments, and the Arabian gulf in world affairs.

(Workshop leader: Thomas Naff)

3. *International Law and Organization:* Commercial and political aspects of international law, the practice of nations, trade and business regulations, national laws which impinge on international relations, the International Court at The Hague.

(Workshop leaders: Ann Elizabeth Mayer and Noyes Leech)

4. *International Economics:* Basic economic concepts, economics of development, energy resources, petrodollars and investment, the role of international agencies (World Bank, IMF, international banks and foundations), central banks, balance of trade and balance of payments, North-South Dialogue.

(Workshop leader: F. Gerard Adams)

LECTURES

Suggested topics:

1. Peace science and techniques of conflict resolution
2. Diplomatic correspondence and diplomatic protocol
3. The multinational economic order
4. The Arabian Gulf in world affairs
5. Energy, OPEC, and oil diplomacy
6. The Euro-Arab dialogue
7. SALT talks and the arms race in the international system
8. Problems and prospects of economic development in the Third World

CALENDAR

(September 4-15, 1979 through August 31, 1980)

[Note: Due to the beginning of the special English Program for Foreign Students on September 4, 1979, UAE diplomatic trainees are expected to arrive during the first week of September if possible, and not later than September 15, in order to insure their maximum benefit from the English program and to allow sufficient time for orientation, testing, and placement.]

1. *English Language Training:* The first stage of the program will consist entirely of intensive training in English language skills, and will run for six months.

September 1979:

Reception and orientation, settling in, introduction to the University and environs: In small groups with tutors/counselors. Tours of the campus and city will be arranged, housing arrangements will be explained. Each trainee will be provided with a packet of materials (maps, pamphlets, etc.) providing practical information and familiarizing him with educational, social, and other customs.

September 4, 1979-February 29, 1980:

Intensive English Program: twenty-three hours of instruction per week for three eight-week sessions in the English Program for Foreign Students. Students should be prepared to devote extensive time to study outside of class in order to make maximum progress in the program.

Tutorials: In small groups, to supplement and reinforce intensive English training. For the first six months, tutors will supplement and reinforce class assignments. In the second six months, tutors will stress composition and the comprehension of materials to be covered in the workshops, introducing students in advance to the vocabulary and concepts of these subjects.

March 17-May 7, 1980

Semi-Intensive English Program—thirteen hours of instruction per week for one eight-week session in the English Program for Foreign Students, to continue along with the second stage of academic training (see below).

- II. *Special Workshops:* The second stage of the program includes introductory workshops on international relations, Middle East diplomacy, international economics, and international law and organizations. English language training continues on a semi-intensive basis, supplemented by tutorials.

February-May, 1980:

Workshops: A series of four specially designed workshops, each to run six hours per week for four weeks. Description of topics and workshops leaders is given above.

- III. *Lectures and Field Trips:* The third and final stage of the special UAE training program will consist of special lectures, regular courses, study visits to international and U.S. agencies, and cultural trips. It will include as many out-of-class cultural events as possible.

June-August, 1980:

State Department lectures: By foreign service officers on selected topics.

Occasional topics: A series of up to eight lectures on special topics.

Regular University courses: Interested trainees may, if their English skills are adequate, be allowed to attend regular undergraduate courses during spring term (January-April) and summer (if special arrangements can be made).

New York City: Introduction to the United Nations, secretariat and international agencies, Arab and other missions. Visits also to multinational corporations and banking headquarters of firms with interests in the Middle East [e.g., oil companies].

Washington, D.C.: Introduction to the United States capital, the State Department, Commerce Department, Treasury Department, Defense Department, Arab and other embassies, the World Bank, the International Monetary Fund, etc.

Philadelphia area business and industry: Study visits to local business firms and factories.

- IV. *Holidays:* In addition to regular University, U.S., and Muslim holidays, the trainees will have short holidays after the completion of each stage of the program. During these holidays, the program will help the trainees to plan excursions to places of touristic interest, national park, beaches, or resorts. Social outings with host families may also be included in these periods.