

### III. The Ten Breakout Session Papers and Rapporteur Reports

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## **Breakout 1, Presentation**

# **Bridging Regional and Functional Education: Linking the International Affairs Schools, Area Studies, and Other Academic Units**

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### **Abstract**

Area vs. international? Regional vs. global? Context-based vs. problem-oriented? Does such bipolar debate serve us well? The panelists attempted to find the positive dynamics that these tensions evoke and identify useful ways to act on them. Their views provided a springboard into discussion of implications for the institutionally oriented Title VI programs, especially as they related to the National Resource Centers and Foreign Language and Area Studies Fellowships (FLAS) programs and also for the individual-oriented Fulbright-Hays programs. On the assumption that “where you sit influences where you stand,” an explicit attempt was made to draw on faculty and academic administrators who represent a variety of institutional and disciplinary perspectives—Asian, African, and Latin American studies; traditional arts and sciences, as well as professional disciplines based in natural and social sciences; private and public research universities with a range of professional schools, area, and international studies centers, graduate and undergraduate programs. Drawing on the panelists’ and participants’ experience with various constituents, we hoped to envision the next generation of Title VI and Fulbright-Hays programs. We attempted to identify the key guiding principles and norms to keep these programs sufficiently well-directed to ensure the continuing capacity of U.S. research universities to provide the deep knowledge, guiding frameworks, faculty, and graduates needed to nurture and sustain the international and area studies enterprise in the United States. We attempt to identify rationales and motivators to argue the case that higher education is crucial to developing and maintaining the country’s and the citizens’ ability to act in, interact with, and react to the rest of the world in keeping with the nation’s noblest traditions and deepest needs.

### **Outlines of Panelists’ Remarks**

Unlike some of the breakout sessions at the conference, the panelists in this group provided talking points in outline form rather than full text narratives. They were designed to highlight basic points to spark discussion. Their outlines are provided below in the order that the participants spoke.

1. James McCann, Boston University, History, director of African Studies, “International Relations, Contextual Knowledge, and the Disciplines: What Place for Area Studies?”
2. Douglas Chalmers, Columbia University, Political Science, director of the Latin American Studies Institute and acting dean of the School of International and Public Affairs, “Regional Study Centers as Gateways: Linking the Local and the General.”

3. Harry Harding, George Washington University, dean of the Elliot School, China/Asian Studies, "Area Studies, the Disciplines, and Policy Analysis: The Case of Asian Studies."
4. Ralph Frerichs, University of California, Los Angeles, chair, Department of Epidemiology and Public Health, "Regional and Functional Approaches to International Education: The View from Public Health."
5. Nancy Ruther, Yale University, associate director of the Yale Center for International and Area Studies, lecturer in Political Science, "Implications for Federal Programs: Title VI and Fulbright-Hays."

### **James McCann**

#### **International Relations, Contextual Knowledge, and the Disciplines: What Place for Area Studies?**

- I. In this group we seek to address the issue of where area studies and international relations fits into the new landscape of federal programs and a wider set of resources for international studies. I want to raise a series of related questions:
  - A. Is the concept of area studies teetering on the edge of disintegration or about to emerge from its chrysalis into a new, more profound, form? Or will we be seeing a mix as each campus follows the well-worn tracks of their own institutional cultures? Is there a single trend or is the movement polyvalent?
  - B. Are Schools of International Relations a model for a new paradigm that seeks to separate development from political science and the disciplines?
  - C. For the reauthorization of Title VI the central question is: What are the training implications of these prospective changes?
- II. There are several key indicators that the ground is shifting under international and area studies.
  - A. The Social Science Research Council (SSRC) has dissolved its area studies committees in favor of international thematic committees. They have justified this intellectually on the ground that area studies need to be more "porous," but have also been pushed by their foundation base (especially Mellon, Ford, and Rockefeller, which are groping for new directions). Proposed federal cuts in Title VI have contributed to a climate of crisis.
  - B. Shifting paradigms within key academic disciplines have also contributed to reduced emphasis on area studies (economics and political science are most prominent here). Struggles have been underway for some time between universalizing and particularizing disciplines, with disciplines such as political science rewarding theory at the expense of context-based approaches to global/international issues. The *Chronicle of Higher Education* recently (January 10, 1997) highlighted the skirmishes between rational-choice theory and context-bound area studies. Is economics a harbinger or an anomaly?
  - C. Merckx comments on the poverty of economics, noting a 1991 panel of economists who warned that if their discipline is dominated purely by theory it could become a home for "idiot savants skilled in technique but innocent of any complicating context." Chalmers Johnson referred to theory as little more than "priestly jargon."
- III. These disciplinary/paradigmatic struggles affect the issues of this meeting most in the implications for training the next generation of scholars and undergraduates.
  - A. While area studies began with a mandate for security issues, it quickly evolved an anthropological model that emphasized field work, language preparation (LFTLs), and contextual immersion. Dissertation fellowships rewarded that model rather than a comparative framework. Fulbright-IIE awards indeed required work in-country. Numbers of FLAS and SSRC awards given to history and anthropology rather than political science or economics make the point. What is to be gained from changing that prescription for training?
  - B. Reorganization of foundation interests around themes and comparative frameworks privileges political-science mod-

els and applied goals for training rather than contextual immersion. Language training becomes much less important, though international lingua franca are of more value (an antitrend in Title VI). Policy studies (versus accumulation of local texture) has also gained in the process of looking for pragmatic applications in the reauthorization process.

- C. Loss of area studies as a context for training threatens to cut off opportunities for gathering data and generating theory from nuanced local context.
  1. Graduate training rooted within understanding local context is essential for the health of disciplines.
  2. Training in language and how to navigate local context at dissertation level is a foundation for enriching a discipline's perspective on both applied and theoretical issues.
  3. Area studies also addresses the needs of undergraduates who seek heritage knowledge based within liberal arts education, and enriches and focuses experience within disciplinary training. This is important for tuition-driven institutions for which international students are an important area for growth.
- IV. Title VI and Fulbright-Hays are in this view a critical resource to sustain both comparative and area studies paradigms.
  - A. Title VI sustains less-commonly taught languages, which are essential to context knowledge that must be the basis for broader, comparative work.
  - B. Dissertation and Faculty Abroad awards are among the few to allow competition between comparative and immersion research experiences.
  - C. Title VI creates a base for national debates between regional studies centers about themes and issues of both research and pedagogy. It has the flexibility to reward programs that explore cooperation and comparison.

## **Douglas Chalmers**

### **Regional Study Centers as Gateways: Linking the Local and the General**

- I. The roles for area centers are shifting. Beyond their basic role in developing information about the region, they are increasingly called on to act as facilitators and guides for non-area specialists. This is not because of the end of the cold war, nor the prejudices of our disciplinary colleagues, but basically because of the rapid multiplication of organizations operating globally.
- II. Area centers should meet this need by emphasizing their role as gateways to the region, strengthening their capacities to interact with non-area faculty and researchers, such as:
  - A. Develop networks in the region for rational access by nonarea people;
  - B. Develop short-term, effective training in languages;
  - C. Develop capacity to provide information on local conditions in a region;
  - D. Develop capacity to critically evaluate others' work in terms of local culture.
- III. For this, area centers probably need to:
  - A. Be able to redraw the boundaries of their regions by cooperation and recombination to match training, research, and policy needs;
  - B. Find ways of packaging study, language, travel, and other needs for intensive, but short term, use by nonspecialists, students, and scholars;
  - C. Professionalize their staffs.
- IV. The kind of local knowledge that area centers have spent so long in acquiring is becoming more crucial to the rational implementation of policy and development of theory. Many centers will need to develop a more open, linked posture to take advantage of this trend.

## **Harry Harding**

### **Area Studies, the Disciplines, and Policy Analysis: The Case of Asian Studies**

- I. One of the most dismaying and counterproductive features of academic life, in my experience, has been the mutual isolation—indeed, frequently the mutual contempt—among scholars working on similar issues but from different perspectives.
- II. Not only is there an opportunity cost to be paid by such mutual isolation, but the absolute costs engendered by an uncollegial or hostile atmosphere can be significant. At best, in such circumstances, the whole is equal to the sum of its parts. At worst, the whole can actually be less than the sum of the parts, if those parts are constantly at war with each other.
- III. In the realm of international studies, three such divergent perspectives are common:
  - A. Area studies, which involve the interdisciplinary study of particular countries or regions;
  - B. The standard social science disciplines, most of which are dedicated to the construction of general theory; and
  - C. Policy analysis, which seeks to apply fundamental theoretical and substantive knowledge to real world issues, whether encountered by governments or (increasingly) by the private sector.
- IV. The mutual suspicion among these three approaches to knowledge is based on the following perceptions:
  - A. Those trained in the social science disciplines often regard area specialists as “geographers” or “real estate specialists,” whose interest in thick description and deep understanding rather than in theoretical generalization allegedly marks them as second-rate scholars.
  - B. Area specialists regard social scientists as facile generalizers, whose theories are said to be based on the most superficial understanding of particular cases, and whose analytical concepts may not be as applicable across cultures as they assume.
  - C. Both area specialists and disciplinary specialists regard policy analysts as producing analysis and prescriptions that will soon be out of date, rather than anything of lasting intellectual value.
  - D. And policy analysts regard both area and disciplinary specialists as “ivory tower academics” whose theories and concepts have little if any value in the real world.
- V. The tragedy is that these three groups of scholars fail to realize the enormous benefits that collaboration could bring, both for their students and for their own research:
  - A. The social science disciplines provide the theoretical issues that can guide research on specific countries and regions, as well as the generalizations that can shape the forecasts by policy analysts.
  - B. In turn, area studies provide the laboratory in which particular empirical generalizations can be tested, refined, or modified, and the deep historical, cultural, and societal background of the countries with which the policy analyst must deal.
  - C. And policy analysis, because of its close involvement with real-world problems, raises questions about empirical and theoretical issues that can pose exciting new intellectual challenges to both the area specialist and the social scientist.
- VI. Often these differences in academic perspective are unwittingly exacerbated by the way in which we organize our universities. Rather than devising organizational structures that encourage area specialists, social scientists, and policy analysts to work together, we build organizational frameworks that keep them apart.
- VII. Most universities are organized in one of two ways, each of which perpetuates the mutual isolation I find so costly:
  - A. The most familiar model is one in which faculty are housed exclusively in disciplinary departments, with policy analysis and area studies the responsibility of nondepartmental or interdepartmental

programs that have no control over faculty lines. Such an arrangement ensures that the disciplinary perspective will dominate, and that area specialists and policy analysts will frequently feel themselves to be second-class citizens of the university.

- B. An alternative but less common model is one in which the faculty in policy analysis (and, sometimes, area studies) are housed in a separate school of international affairs, without disciplinary affiliations. Such an arrangement may protect the interests of area specialists and policy analysis, but hinders true integration with the social science disciplines.
- VIII. Is there a better way to organize universities so as to maximize the possibilities of cooperation and reduce the chances of conflict among these three perspectives? My experience at my present university has been so positive that I recommend its organizational structure for others to consider:
- A. Area studies are administered by the Elliott School of International Affairs, which offers both graduate and undergraduate programs. This ensures a close link between policy analysis and area studies, but also ensures that international studies will maintain a liberal arts perspective as well as a professional orientation.
- B. Virtually all Elliott School faculty are given appointments in the disciplinary departments, but they report through the department chairs to the dean of the Elliott School rather than to the dean of Arts and Sciences. This ensures a close link between policy analysis and the disciplines.
- C. In addition, many Elliott School faculty are also housed in interdisciplinary research centers, organized either geographically (e.g., Asian studies) or topically (e.g., international science and technology policy). These faculty are evaluated, each year, not only by the department chairs in their disciplines, but also by the directors of their research centers. This, too, ensures that they will be expected to address policy

or area issues as well as disciplinary concerns.

- IX. In short, the key to producing cooperative relations is to house the faculty in structures that bring area specialists, social scientists, and policy analysts together to meet common intellectual purposes, rather than keeping them in mutual isolation.

### **Ralph Frerichs** **Regional and Functional Approaches to International Education: A Public Health View**

(Talking points from a slide presentation)

Professor Frerichs used slides with vibrant full-color maps and tables to make his presentation. Unfortunately, the text representation here is a pale imitation of the riches they provided. His first set of slides (I, below) highlighted the interaction of student contact, professional training, and research contributions to the field, both overseas and within the United States. His slides summarized the number of students from overseas whom he has taught in two core public health courses along with the number of research sites overseas showing the correlation between the students homes and the location of his in-depth research. He also highlighted the multiplier effect on U.S. students in terms of sparking interest in international health as a career and area of study. The second set of slides (II, below) showed how the shift of funding from federal to private resources and the shift of focus to service provision had reduced the opportunity for productive university involvement in international health and reduced the ability to establish the long-term, neutral ties that are unique to academic "foreign relations" and generally not possible among government or business sectors operating overseas. In the third set of slides, he noted a welcome exception of federal funding for overseas research and training that allows for academic interaction at all levels he deems most crucial for sustaining strength in the U.S. capacity to pursue international public health within the university setting.

- I. Illustrations of ways universities nurture global networks with intense local contacts and long-standing impact: A sample of one

- professor's experience.
- A. International students in two courses, 1987–96. Two similar courses were taught, EPI 413—Epidemiology for Developing Countries; and EPI 418—Rapid Epidemiological Surveys in Developing Countries. The total enrollment consisted of 177 domestic students and 208 international students from 53 countries. Total enrollment was 385.
  - B. Research, consulting, or teaching at UCLA, 1970–96.
    - 1. Faculty involvement: interest, education and understanding, opportunities, and sharing.
    - 2. Student involvement: interest, education and understanding, opportunities for field work, employment.
- II. Shifting patterns in support of international health education and longstanding impact.
- A. Service orientation of public health assistance as a deterrent to stimulating student interest and involvement.
  - B. Shift to private sector of research and assistance projects resulting in:
    - 1. fewer long-term links between universities and host countries;
    - 2. limited opportunities for extended research;
    - 3. less interest in regional specialization.
- III. UCLA/Fogarty International HIV/AIDS Training Grant as a welcome exception.
- A. In-country workshops
  - B. UCLA education
    - 1. Short course (Spring quarter);
    - 2. Masters (1.5–2 years);
    - 3. Doctorate (4–5 years).
      - In-country research.

## **Breakout 1, Rapporteur**

# **Bridging Regional and Functional Education: Linking the International Affairs Schools, Area Studies, and Other Academic Units**

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Yale University

The conference organizers asked the breakout groups to address: (1) the federal rationale and needs for Title VI and Fulbright-Hays; (2) the capacity of the higher education system to meet those needs; (3) how to strengthen the programs and enhance higher education's ability to meet the national needs. Our group focused on the research universities, generally on the issue of academic capacity, with two basic questions posed to each panelist. First, what is important to us, substantively and academically? Should we use the regional-functional debate as an entry point into current debates about the direction of international and area studies within the academy? To use a metaphor from popular culture, we followed the "Charles Atlas Model" to build the body-academic by applying "dynamic tension" to opposing muscle groups. Second, we asked how do we organize ourselves around these interests and needs? What is the mix of, and how effective are, the area studies centers, international affairs schools, disciplinary, interdisciplinary, and thematic study centers, to cite a few of the many configurations on our campuses?

Rather than a set of papers, each panelist provided talking points to spark a discussion. Let me thank each of the panelists—James McCann, Douglas Chalmers, Harry Harding, and Ralph Frerichs—for doing the heavy lifting! In addition to the panelists, Thomas Carroll of Michigan State University and Jonathan Aronson of the University of Southern California took

notes during the discussion that proved invaluable in preparing the verbal report to the plenary session. Finally, thanks go to my colleagues at Yale University who shared their views with me prior to the meetings. Any errors or omissions are, of course, my own.

## **Summary of the Presentations and Group Discussion**

While there was no attempt at consensus, several major themes and large ideas emerged and I have attempted to present them with proper attribution to panelists where possible. Following initial remarks, there were many other interesting points and anecdotes raised in the discussion. While some points defy my integrative powers, they are noted in hopes that others may use them in reauthorization debates.

Earlier in the conference plenary session, Burkhart Holzner used a knowledge systems model to outline the challenges facing the academy and Gilbert Merckx' paper outlined the "region versus deductive model" debate in fairly stark terms. Recent press reports of the political science debate sparked by Robert Bates further underlined the tensions and also suggested "analytic narratives" as a research tool or product that could satisfy both the deductive modelers and the regional specialists (*Chronicle of Higher Education*, January 10, 1997).

James McCann situated the debate in terms of a long-term shift in the base of international education away from the particularizing disciplines of anthropology and history toward the universalizing disciplines of political science and economics. All agreed that there are huge costs that universities and our faculty and students pay for the tribalism that continues to divide our communities of experts on world regions, global theories, disciplines, and policy arenas. In our discussion of how to turn these costs into investments, two basic metaphors emerged that, at the risk of oversimplifying, may be labeled the “Gateway” and “Rubik’s Cube” concepts.

### **Metaphor 1: “Gateways”**

Douglas Chalmers introduced the notion that area studies and the institutes that conduct them might serve as “gateways” between the deep knowledge networks about and with other parts of the world and the other academic and policy specialists whose work periodically involves those regions. This new gateway concept captures a shift away from the original goal of the federal Title VI programs to “staff the empire” and toward the new goal of “linking up a community of experts.” For example, as science-based professors and the related policy experts range farther around the world, the need for introductions from U.S.-based area specialists to the operating parameters and policy interests and groups overseas will become more important. When a group of climate specialists at National Oceans and Atmosphere Administration (NOAA) developed the ability to reliably predict droughts but were unable to ensure use of the information by affected policymakers, the Columbia University Latin American Institute organized meetings and workshops in northeastern Brazil with NOAA experts and facilitated a productive working relationship.

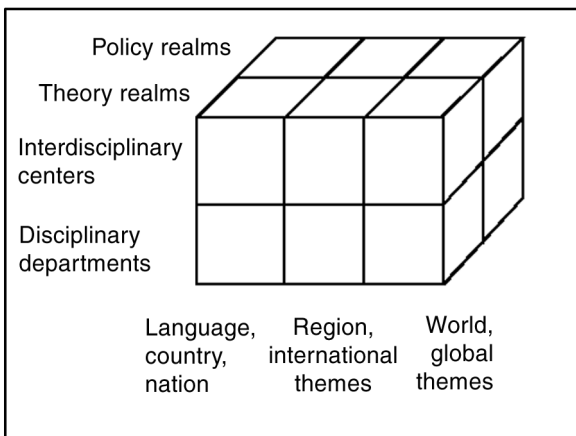
The gateway concept has its parallel in the training and career progression of different experts through roughly three phases—exposure, immersion, and comparison or theory-building. Area specialists are exposed early in their training to another country or region, its people, culture, and language through undergraduate education and study abroad. In their graduate training, they perfect their language and living skills with field research using the

tools of their disciplines generally to produce rich case studies and/or analytic narratives of particular places and issues. As they proceed into their teaching and research careers as professors, they are capable of comparative work and also of testing theory or generating new hypotheses for empirical testing in a country or region using a growing set of disciplinary and interdisciplinary methods. Other academic and policy experts follow similar paths of exposure, immersion, and expert application in their disciplinary and policy training. Various streams of expertise flow in and through the academy and policy worlds. The “gateways” need to manage these flows, bringing them together much as irrigation gates channel water to thirsty fields. Experts from professional, scientific, theoretical, policy, and disciplinary streams need to be able to dip into the streams of regional expertise and vice versa to strengthen comparative, empirical, and theory building work in all.

### **Metaphor 2: “Rubik’s Cube”**

Harry Harding introduced the concept that was transformed into the “Rubik’s Cube” metaphor through our deliberations. He identified academic culture, university structures, and national funding structures as three sources of cleavage as well as inspiration for collaboration on campus. The forces creating cleavages include academic culture where there is mutual disdain among different tribes. These are exacerbated when university structures allow one tribe to dominate and reinforce the academic cultural divides. National funding sources tend to reflect and reinforce the university structures, with Title VI funding area studies, NSEP and others funding policy and professional training, and NSF and other agencies funding social sciences and humanities academic training. Within the universities, there are ways to learn from these differences, e.g., the social sciences can provide a theoretical framework while area studies can provide a rich ground for testing theory and exploring the deep historical motivators for societal and cultural interactions. Policy analysts and the practical problems they face can benefit from the insights and research results of both the faculty focused on theory and on region. These interactions can be plotted on three dimensions as seen in Figure 1.

**Figure 1. The Rubik's Cube of Sources and Forces of Cleavage in Area Studies**



The base summarizes three of Holzner's five key arenas for international and area studies. A second dimension represents the typical university structure of disciplines organized into departments, and interdisciplinary efforts organized into centers, institutes, or programs. A third dimension represents the two main sources of inspiration for academics and practitioners alike, the realm of theoretical constructs and the realm of policy. The task of the university is to align the blocks into effective working units capable of mutually supporting and challenging each other. Unlike the toy Rubik's Cube, there is no predetermined perfect solution, no perfect alignment of colors that automatically indicates the correct solution. The academy must attempt to line up the elements in ways that we find productive and workable for our faculty, students, and key constituents.

What organizational models can we identify that will help universities in this alignment effort? The professional schools of international affairs provide some insights. At Columbia, the School of International and Public Affairs (SIPA) has been able to encourage cross-regional comparative research initiatives with the area studies institutes that reside within the school. Chalmers felt that this was effective with the regional-policy interactions but less effective with the disciplines. At the George Washington University Elliot School of International Affairs, the regional-policy-disciplinary alignment is aided by a faculty appointment and tenure process, since faculty reside within a disciplinary department, with their promotion and tenure

decisions under the control of one of two cognizant deans, either the Arts and Sciences dean or the Elliot School dean. Faculty within the Elliot School dean's purview must meet expectations in all three arenas and in turn find support in the Elliot School for endeavors at those intersections.

There were several suggestions on structuring the curriculum to guide students' learning in ways responsive to these various arenas. Matrix degree programs were strongly favored, especially at the masters level. For example, masters in area studies or in international affairs can be linked with other professional masters degrees in business or public health. Many area studies centers and virtually all of the APSIA schools have developed matrix degrees. Another option at the masters or Ph.D. level was to organize specific sets of courses into cross-disciplinary, problem, or regionally focused concentrations or certification programs. Such subdegree curricular modules also could be applied to the professional development needs of midcareer and non-degree learners. Finally, the heritage communities and undergraduate students within the university were hailed as "the heart of," "the real motivators for," international education. These two groups of students should be included in special ways within the emerging international and area studies curriculum. As one person put it, the affective ties that they form on U.S. campuses overcome the shifts of political, economic, and international relations between their ancestral homes, the other overseas communities they study, and the United States. The importance of overseas study and exposure to research methods for these two groups was noted.

Language learning was highlighted as crucial for all faculty and students involved in international and area studies. Flexible curricular options are needed but difficult to find in the language teaching arena. Two anecdotes highlighted the need for language skills at a deeper level. The question was raised, how useful research or policy analysis could be from expatriate economists arriving in Ethiopia when virtually none of them was capable of reading the local press which provides a very different view of local economics and politics from the English-language press. Another example was offered of a group of meteorology students studying advanced Swahili language and culture because each was being assigned to a different site in rural Kenya to collect meteorological data for a

global climate change study and they would need to be able to live and conduct their studies effectively for at least a year at a time.

## **Recommendations for the Reauthorization Process**

### **A. On the Rationale for Federal Support**

The group recognized that global economic understanding and the ability to build and maintain productive relationships are an important goal of international education and expertise. However, we felt it important to identify security as a fundamental on-going concern of the academy as well as a unique federal responsibility. In a similar vein, the group emphasized the importance of cultural understanding as a fundamental goal and one in which higher education can play a uniquely positive and long lasting role. Much as “Big Ten” alumni support their collegiate football teams passionately because of deep and wonderful memories, so, too, extraordinary bonds and loyalties are formed through student experience in overseas study or through joint faculty research overseas or in the United States with colleagues from overseas. A concrete example might be the faculty and student exchanges that maintained a set of interpersonal and professional links with mainland China throughout the darkest periods of Sino-U.S. relations.

### **B. On the Capacity of U.S. Higher Education**

Higher education, and most particularly the flagship research universities of the system, are crucial to developing and maintaining the country’s and the citizens’ ability to act in, interact with, and react to the rest of the world in keeping with the nation’s noblest traditions and deepest needs. This time of extraordinary complexity in the world and the associated uncertainties demand serious examination of regions, peoples, and policy issues in their many relations. The universities, like other sensible organizations, are asking themselves whether they are properly positioned for the challenges of today and the decades ahead. The academy, like the other national communities of government, business, and civil society, has great resources to

meet these challenges, and all of us are straining to reconfigure ourselves to respond to the forces of globalization, the increasing pace of change, and the array of fragmented complexities we face. Unlike the other communities that necessarily operate in short timeframes, the academy operates in the very long timeframes associated with creating and preserving knowledge and conceptual frameworks and transmitting them to the next generation.

With the assistance of federal incentive funds since the inception of Title VI under the NDEA, now HEA, the U.S. research universities have developed an impressive capacity to provide the deep knowledge and information resources, personal and professional communication networks, guiding frameworks, faculty, and graduates needed to nurture and sustain international and area studies within the higher education system. They have the ability to supply international expertise directly, as well as indirectly through our publications and graduates, to government, business, and nonprofit sectors. The national resource system of international and area studies centers created in the U.S. higher education system has been emulated in many other countries, including our former cold war enemies in Russia and China, as well as in our traditional and newer partners, including France, Japan, and Korea, among others. This is not the time to relinquish our paramount role in understanding the rest of the world by reducing the federal funds that so effectively leverage university resources for these unique academic organizations that serve the national purpose with great seriousness.

### **C. On How to Modify Title VI and Fulbright-Hays to Better Match University Capacities to National Needs and Vice Versa**

The National Resource Center competition needs to support and encourage comparative and interdisciplinary work across regions, disciplines, policy, and thematic areas. It was obvious through most of the conference papers and discussion that cold war boundaries were no longer useful for the current needs of scholarship or policy. One university leader posed the question: “How can we redesign an institution that accommodates analysis of pressing global problems of the late 1990s without fragmenting or placing

undue burdens on centers and programs founded for different purposes in a different era?" (Watson Institute, Brown University, *Annual Report 1995-96*, 2, remarks by director Thomas Biersteker). In defining "area centers" for the former Soviet states and the countries of Europe, which no longer are frozen as politico-military adversaries of the cold war, the need for new parameters is self-evident. Less obvious but potentially quite important are criteria for other "area centers," e.g., how can we understand diaspora communities such as those from Portugal or West Africa?

Corollary issues face the "international centers," which often have focused on transnational or global problems or themes that now demand a greater degree of local knowledge as nations fragment or redefine themselves on subnational ethnic and religious grounds. Consider the impact of the breakup of the USSR on the study of military security or nuclear arms control. Consider how both the study and policy of international development has been affected by the privatization of state assets in Latin America, or state collapse and ethnic violence in Africa.

We recommend restructuring the NRC competition around a bell curve, with the bulk of grants awarded through a variant of the current system, with grants in the two tails to preserve "endangered regions," promote innovation, and support potentially high payoff but risky intellectual or policy supporting ventures (see Figure 2). Because of the flexibility of the new system, we further recommend the establishment of an academic advisory mechanism for Title VI similar to national research boards that guide federal funding priorities in the science community.

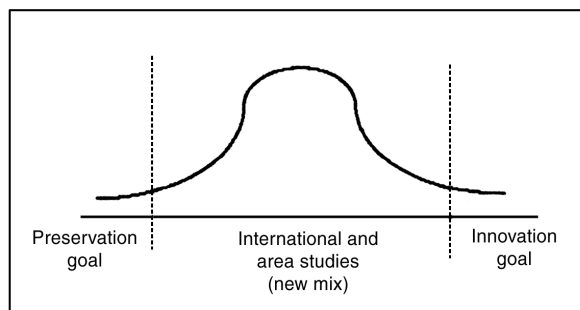
The bulk of the awards in the middle of the curve would be allocated to area and international NRCs, not unlike the current categories,

explicit links with regions and languages. In one tail, funds would be reserved for "endangered regions"—e.g., Inner Asia or Pacific Islands—to ensure the maintenance of expertise, graduate training, library, and language resources on all parts of the world. The other tail would target highly innovative concepts for NRCs, perhaps a "virtual NRC" using technology to link a variety of expert sites across higher education or to link overseas with U.S. policy and scholarly communities in productive exploration of issues or to identify a new region or extraregional thematic NRC.

Within the NRCs, there is a need for greater incentives for linking and relationship building—both links within the university and links beyond the university to the larger policy and civil communities. On links within the university, it is important to recognize that all such incentives must be designed to be "sui generis" because of the extraordinary variation in academic operating environments. There need to be incentives for cross-regional links across area studies centers and between area studies and thematic international studies centers. Further incentives are needed for "in-reach" to various constituencies, including but not limited to undergraduate students and majors, professional schools, and science-based disciplines. On links beyond the university, it is crucial to provide strong incentives for the NRCs, individually and jointly, to build and maintain links with the deep-knowledge networks of scholars and policy institutes overseas to promote serious exchange of ideas and collaborative research and policy work. With the traditional outreach of Title VI, there is a need to more explicitly address the needs of the government policy communities at state and federal levels. In all cases, the traditional outreach mandates need to be implemented flexibly to fit the realistic targets related to the location and reach of each university. Outreach to international journalists is relatively easy in major media markets but not in small media markets or rural settings. Outreach to other educators is possible in virtually all settings.

On other Title VI programs, we support them and particularly recommend the continuation of Foreign Language and Area Studies Fellowships as institutional grants. These fellowships provide critical support for the extra time required by graduate students who specialize in the language and culture of a country or set of coun-

**Figure 2. A Proposed Bell-Curve Structure for NRC Grants**



tries, in addition to their specializations in disciplinary research methods. They also provide important leverage within the universities for the NRC faculty to claim resources for their students working in these interdisciplinary fields.

We spent relatively little time on Fulbright-Hays, because there was consensus that these are important programs for academic and educational mobility across the entire U.S. higher education system. They serve a major purpose in providing equitable access to all parts of the education system through their national competitions. Given the particular need of research uni-

versities involved in Title VI National Resource Centers, to build and maintain the “capital stock” of international education resources, we recommended a very high priority be assigned to complement the dissertation research grants program of Fulbright-Hays. Beyond the obvious need for field research for the next generation, these fellowships build the networks of relationships crucial to sustaining the field and enabling it to serve the “gateway” function of area specialists to the nonarea experts in the professions and natural sciences.