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SUBJECT - PROF - Population and Demography

REFERENCE -

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'66-'76

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Revision No:

Project Title: Population and Demography

U.S. Obligation Span: FY 70 through FY 71

Physical Implementation Span: FY 70 through FY 71

Gross life-of-project financial requirements:

OTHER AGENCY

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State
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I. SUMMARY INTRODUCTORY DESCRIPTION

a. Venezuela's demographic characteristics place an extreme burden upon the entire economic and social environment. The existing high rate of population growth, the predominate young age structure and the continuing concentration within the larger cities have augmented the demands for more and improved health and educational facilities, job opportunities, and sustained economic growth. Improvements in education and health are needed just to maintain the quality of the population. However, the nation has a large and ever-growing disadvantaged group within which about two-thirds of the nation's population increases take place. These ever increasing families generate claims upon the nation's scarce resources that will become more and more difficult to satisfy as the years go by.

The expansion of population growth (now at 3.6% annually) will provide a population in 1973 that will have a life expectancy of 68 years; an overall mortality rate of 7 per thousand, and a birth rate of 43 per thousand. If present growth rates continue, by 1990 there will be about 11 million persons in the country between the ages of 0-19 as compared to about 5 million at the present time. Combined with the continued aggravation of population concentration, we can only foresee a host of problems such as housing, education, health, unemployment, crime and delinquency and family disorganization on a scale far greater than exists at the present time.

There does exist today an important number of disadvantaged persons that are the result of a profound breakdown in family organization in Venezuela. Many are products of the large and continuing flight to the cities, where the children develop only a fleeting contact with education

and training facilities. It has been estimated that over half of the births in a year are illegitimate (in 1963, 54% of the 335,460 births were illegitimate); and within the last decade (1958-1969) over 1 million students have dropped out of schools. About one-fifth of these left secondary and vocational education.

The exodus from the rural areas to the city has become more acute and visible in recent years. It has aggravated the prevailing problems of an inadequate job opportunity structure and of poor quality public services in areas of high population density around the larger cities. The end result has been to highlight and bring to the forefront the enormous social problems that prevail amongst the more marginal families throughout these larger Venezuelan cities. These individuals and groups are characterized by their low productivity and limited consumption capabilities. Any real attempt to improve the quality of these persons as human resources so as to better their deprived living conditions will require vast economic resources, that will divert attention from other growth areas.

Very little is known about the educational levels, the income distribution and the family's (socio-psychological) structure. A typical income profile will indicate that about 35% of the family groups earn a monthly income below 150 dollars; and 30% received between 150 and 250 dollars monthly. The income profile of Caracas, the capital city, has been estimated at 32% below 250 dollars; 50% between 250 and 650 dollars; and about 18% above 650 dollars a month.

There are estimates to show that by 1975 about one-third of the 14 to 18 age group will enter the secondary school level. There seems to be little likelihood that many of the children of the disadvantaged groups will be among them. There will be about 400,000 children left out of primary school by mid-1970's and this is where most of the poorer families' children will be. By 1975, it is estimated that over 500,000 jobs will have to be created to satisfy employment seekers. Given their low productivity (from lack of education and training), it does not seem possible that these poorer groups will share, to any great extent, the employment opportunities that may exist by that time. In essence, the development of human resources, and particularly a more stable and improved family structure, seems to be facing a period in the near future filled with risks and uncertainties as to its possible betterment and to its proper integration and incorporation within the overall economic and social life of the country. This developing environment calls for more study and attention than it has received in the past. Failure to understand these marginal family groups, as well as the family structure in the poorer areas in general, may well lead to errors in public policy areas that could affect the entire fabric of the Venezuelan society in the difficult economic and social periods ahead.

While it is recognized that a family/population policy should be part of the total phenomenon of socio-economic development of the country, the unprecedented population growth rate, the continued expansion of the more marginal population areas with their pressures upon an already overloaded educational and employment structure, require a special recognition of the family/population problem by the Government. Fortunately, there is some evidence for believing that the Government has become aware of these

profound difficulties and their consequences, which, if not handled in depth, could well become counterproductive to the country's economic development. While the problem has been the concern of the private sector in the recent past, the Government, through CORDIPLAN, now seems more willing and eager to take a deeper look into the very nature of the entire family/human resource problem of the country. The Government has recently requested USAID/V's assistance in this regard. (See TOAID A-260, February 26, 1968 for a more complete description of such private activity in population and family planning in Venezuela.)

b. In this project, USAID/V's target is to assist the private institution, CEVEPOF (Venezuelan Center for Population and Family), in collaboration with CORDIPLAN, to study in depth the family/population problem of the more marginal groups. In developing this research, the experience and facilities of the Venezuelan Family Planning Association (AVPF) personnel and clinics will be used to the widest extent feasible. It is expected that the clinics will be valuable sources of information. This study will form the basis from which the Government will develop a well-integrated family policy for implementation within the time span of the present administration.

c. This gradually awakened interest and concern on the part of many Venezuelan individuals and private groups along with key governmental officials and institutions as to the problem of family/population is an encouraging development. The Government has indicated its willingness to support CEVEPOF in its research plans in this area and has requested that USAID/V assist CORDIPLAN in such an endeavor. In the past Government monetary contributions have been somewhat limited. However, the Government is now willing to share in the funding of this project. That alone is a new and dramatic development from past experiences, where the institutions working in the area were mainly private. These entities were primarily financed by international agencies.

II. SETTING AND ENVIRONMENT

The Government has no announced population policy. However, there are indications that it is determined to develop a family policy program whose essential nature is still not clear. The Government has expressed interest in supporting an integrated study of the Venezuelan family, whose fundamental purpose will be to establish in some detail a family/population plan and to some extent test some of the current hypotheses concerning the population and family problems that are proposed by the several professional and private institutions operating in the field.

Even though there is an increasing general awareness of the problem at all government levels, as well as in private circles, there has not been the kind of national concern or planning given to the subject that is given to other national problems. To some important extent, the notion continues to exist that the country requires not less population but a greatly expanded population to match its natural resources and great stretches of uninhabited and undeveloped lands, as well as to provide the resources needed to man ~~the~~ ^{its} industry. It appears that both the extreme right and

extreme left are opposed to any form of family planning. At one pole, the extreme right seems to argue for a larger population for development purposes. The extreme left's position has a definite political orientation. There is no reason to believe that those of this persuasion will alter their attitudes in the near future.

Perhaps the most lucid expression of governmental attitude towards the problem of family planning may be discerned in the recent statement (March 1970) by the Minister of Development in an interview for a widely-read weekly magazine in Caracas. When asked her views of the issue, the Minister replied that there was a problem, but the solution is neither one of wanting more population nor one of restricting population. The Minister believed that the heart of the problem was one of education of the parents making them more responsible. While the statement was a clear admission that the family/population problem does exist, it simultaneously expressed recognition of the fact that opposition to family planning exists. On the whole, the present Government appears willing to look deeper into the population/family phenomena in order to be able to provide some assistance in this area. The President has publicly acknowledged, in one of his weekly conferences, his support for the creation of a marriage clinic in the interior of the country. And he has announced his Government's intention to establish a National Family Council in order to provide national guidance and direction for family problems.

Despite some of the negative attitudes that prevail in certain circles, it seems quite apparent that ~~the present administration~~ some key decision makers in the country have given tacit approval to family planning programs in the Ministry of Health's Population Division as well as in the more prominent private institutions operating in this field. Basic understanding that a serious problem indeed does exist has precluded any outcry against these activities. The present Government appears inclined to want to study family/population in some depth prior to taking any kind of definite stand on the matter.

The Catholic Church should not be included among those of the extreme right who oppose family planning. The Church continues to take a favorable attitude toward what it describes as "responsible parenthood" and considers that this is a matter between the individual and his Confessor. In November, 1969, the Venezuelan Bishops issued a Pastoral Letter recognizing the "moral, social and economic problems that are brought about from the accelerated increase in population". The Bishops wrote that they were concerned with the crisis of the family in Venezuela and particularly with a large part of the country that is affected by irresponsible parenthood. They cited the need to investigate the problem of the family. The deeply-rooted concern of the Church appears to be over the continuing increase in induced abortions, illegitimacy and the number of abandoned children. Up to the present time, there has been considerable press coverage of the family/population problem in Venezuela, practically all of it favorable to action and study programs. Within pastoral letters and otherwise, the Church is beginning to speak out, and is expected to continue expression of its approval of programs that relate to its main concern. It is very important to note

that the Church in Venezuela has officially accepted the thesis that the Government is obliged to give family planning services, based on Church-approved methods, to those who need such services, and it is also granted that other methods of control can be acceptable for those who wish to use them according to their own conscience.

Although there are several studies of fertility and one of knowledge, attitude and practice (to be published by CEVEPOF) in Caracas, practically all the social scientists and doctors in the field of family and population agreed that there is a dearth of information about the Venezuelan family structure per se. The usual statistics cited, which most seem to support as fairly accurate, are the following:

1. Population at present about 10 million;
2. Population growth rate about 3.6%;
3. Mortality rate from 9 to 10 per thousand;
4. Illegitimacy about 53%;
5. 67,000 women reached the childbearing age during 1969;
6. 45.5% of the population is under 15 years of age;
7. 55.6% of the population is under 20 years of age;
8. In 1936, 65.3% of the population was rural and 34.7% urban; in 1969 about 70% of the population was urban and 30% rural;
9. Over 100,000 young people enter the labor market yearly -- the majority is unskilled;
10. The high population growth rate reduced Venezuela's per capita economic growth rate to 0.1% in 1967;
11. In 1968 Maternity Hospital Concepción Palacios in Caracas, the second largest maternity hospital in the world, had almost 60,000 admissions, of which more than 10,000 were for after-effects of abortion;
12. 65% of pre-school children suffer nutritional deficiencies. 45% of pregnant mothers suffer nutritional deficiencies;
13. There is a deficit of an estimated 800,000 housing units. 35% to 40% of Caracas population live in improvised housing;
14. Average years of education is 2.6;

15. Birth rate is 46 to 48 per thousand.

III. STRATEGY

OP | USAID/V proposes to continue assisting the Venezuelan Center for Population and Family in studying the problem of family and population. CEVEPOF's activities are to include making training available to qualified professionals in the social and psychological fields, sponsoring seminars and workshops on population and family problems and engaging in an in-depth study of the Venezuelan family, with special emphasis upon the poorer areas (marginal families) as specifically requested by the Government (CORDIPLAN). This family study will be made in collaboration with several existing family planning clinics (Maternidad Concepción Palacios and the Venezuelan Association of Family Planning) in order to provide the kind of study areas that will add realism and proper control to the pilot studies and the overall attitude work planned on a broader scale throughout Venezuela.

The family study project will also include training grants for well-qualified Venezuelan professionals in the family planning field to obtain further training in the U.S. and third countries. At the termination of the study, these grantees should be able to provide the bridge between the private institutions and the Government in the task of developing the national family policy for which the investigation and its data are essentially designed. In essence, the study program per se involves three separate yet integrated stages. First, there will be a diagnosis of the family situation from census and existing information. Second, several pilot studies will be performed within the marginal family areas to ascertain the basic family variables, trends and structure. These two papers will be incorporated within the family study proper that will be drawn up, particularly with the various typologies of the Venezuelan family. Within the main attitude work, an attempt will be made to compare the existing variances with the several family types, to discern basic trends, characteristics and future potential problem areas.

In sum, the overall study will attempt to collate the basic family/population variables with the existing and possible apparent developing tendencies of the socio-economic and psychological attributes that should be considered in the preparation and development of a practical and useful family policy to be followed by Government and private entities.

Most responsible sectors of society agree that the family is the basic unit of social organization. Any type of social change has to act through the family. A study of its forms of structure and organization is, therefore, of great interest to any policy planner, whether he is interested in cooperatives, improving the quality of the labor force, getting drop-outs to go back to school, fighting juvenile delinquency, or controlling the growth of population. At the moment, we do not know quantitatively the influence which the family has, or could have, in each of these areas.

The family unit can make a very significant contribution to social and economic progress; ~~for example~~ through self-help housing, cooperatives, etc. Again, we need to know how it operates before we can use it to best advantage.

There is substantial evidence in many respects that the family as a form of social organization is under difficulties. If this is true, then a study is needed urgently. Once the family ceases to function then the whole of the social fabric is in danger. The clearest form of this is that there is no way of socializing the young -- hence the present wave of delinquency.

One specific function of the family is its role in overcoming the much discussed marginalization problem. If there is one area of society in which the role of the family is of crucial importance, it is in the barrios (slums). Caracas today has some 650,000 people living in the barrios, and they are increasing at perhaps 6% or more a year. If this huge population does not become integrated into the city, and it is clear that they are not integrating very rapidly, then Caracas has an enormous problem to face. The role of the family unit in the integration is of vital importance, because the social institutions such as the school, the Church, etc., are much less influential in the marginal groups than they are in other sectors of the society.

The high population growth rate is a vital issue in this country and elsewhere. The basis for any viable governmental and/or private policy action must be the family group. The successful conclusion and development of this program is essentially long-run in nature, and subject to the variable vicissitudes of political, social and cultural upheaval and alteration, religious interference or intransigence, and economic retardation. However, it must be assumed that the social development of Venezuela will not suffer such postponements and that an effective development of this program will contribute directly to the socio-economic growth in all areas of Venezuelan life. This will help to insure the political stability required for continuing friendly relations with the U.S. and other neighboring countries.

IV. PLANNED TARGETS, RESULTS AND OUTPUTS, AND COURSE OF ACTION

CEVEPOF, an organization in the private sector, was formally organized in 1965, although it had been in the formative stages for one or two years prior to that date. It initiated its activities with the course given by CELAF in July 1966. It has a board of six, of which Dr. Aristides Calvani (the present Foreign Minister of Venezuela) is the Chairman, a man of much prestige not only nationally but internationally. He is among the recognized leaders of the Christian Democratic (COPEI) movement in Venezuela and one of the first Venezuelans to perceive the seriousness of the population and family problem of the country. He is identified with the Catholic Church and Catholic activities, but his outlook is liberal and broad within the accepted limits. CEVEPOF's founding groups and members are all professional

people and, with very few exceptions, broad and liberal in their attitudes toward family planning. Since it represents the more liberal and outgoing Catholic group, it is essential to the success of family planning in Venezuela that the Catholic point of view must be taken into consideration and drawn into cooperative activities with other action groups in population and family planning.

One of CEVEPOF's stated policies, through research, and action and evaluation of the latter, is to be in a position to recommend to whatever government is in power, on the basis of the above, the attitude and actions it should hopefully undertake in relation to a population and family program. It avoids the term "population policy" as few governments have existing population policies, these "policies" being rather the spirit than the letter of a law, since few such laws are found on the books of any government.

CEVEPOF has accomplished the following activities:

USAID/V. in 1967 made the following contributions to CEVEPOF:

was developed

1. A program ~~development activity~~ for a statistical analysis of 6,000 women receiving services at Maternidad Concepción Palacios. This activity was carried out in collaboration with Maternidad and Catholic University Andrés Bello, thus bringing about some of the cooperation so necessary for the development of a sound population program in the future.

was held

2. A seminar for 35 priests which was outstanding in the very liberal approach and attitudes taken not only by the lecturers but by the priests themselves.

It was unofficially agreed among the latter that this was a problem between the individual and his priest, and that the opinion of the physician should be taken into consideration.

3. A social psychologist and sociologist were sent to the University of Chicago summer course in 1967. The director of CEVEPOF received invitation travel orders to attend IFFF's International Conference in Chile. He also had a five-week travel grant to the U.S., where he visited and conferred at length with large numbers of individuals and agencies in Washington, New York, Boston and Chicago, and attended the Michigan Seminar. The sociologists attended Dr. Bog's two-week seminar in Colombia. Audio-visual aids have been applied.

CEVEPOF made a substantial contribution of personnel, office space and equipment to the above joint undertakings. While the statistical classification study was underway, the Electronic Center at Catholic University, one of the best in the country, contributed most of the services asked, since only the most nominal contribution was made for this highly technical and costly service. A close and cordial working relationship has been established with all members of the University staff.

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USAID/V assisted this program with \$75,000 for the calendar year 1968-69 and the first six months of 1970 to enable it to initiate, and in some instances terminate, some of the following programs:

1. a program ~~development activity~~ ^{was developed} using as a basis the earlier statistical classification made of 6,000 women who had received family planning services at Maternidad Concepción Palacios. This development activity studied the attitudes of 1,000 of these women toward family planning. It also followed up drop-outs and the women who failed to return to the family planning services after indicating their interest during the postpartus period in order, among other factors, to gauge the motivational methods employed.

This program development activity, like the earlier one, was carried out in close collaboration with Maternidad Concepción Palacios Family Planning Program and Catholic University. The students from the Department of Social Sciences of Catholic University helped in the interviewing. It is anticipated that the interest thus awakened in the problems communicated to them will, if not make converts of them to family planning, incite at the least their sympathy and intellectual interest in the socio-economic problems presented by such families. After the last study, some students elected to write their theses on some aspect of the problem of population and family.

2. Quarterly seminars/on population and family, two in Caracas and two in cities in the interior. The seminars were designed to draw their attendance from University students and professors and from the personnel already engaged in family planning activities.

3. A six-month study ~~project~~ ^{was made} of the attitudes relative to procreation and family planning of the 550 individuals employed by the Instituto Venezolano de Investigación Científica (Venezuelan Institute for Scientific Investigation -- IVIC) ranging from scientists studying and carrying on research in genetics, physics, organic chemistry, marine biology, to janitors, gardeners, secretaries, clerks, chauffeurs, etc., a highly varied and significant sampling. On the basis of this study, IVIC will look to some agency such as VFPa, IIPF, etc., to initiate and fund a family planning clinic at the Institute, a plant a short way out of Caracas, self-contained in its activities and location. In addition to offering all the now-known contraceptive methods, the clinic will also try to bring about what it refers to as "promoción humana", human betterment through marriage counseling, home-making, individual counseling, etc.

4. In collaboration with the Maternidad Concepción Palacios, CEVEPOF is actively engaged in a case study of induced abortion, which will help to ascertain the socio-economic-psychological patterns and attributes existing amongst the women patients of the hospital that are suspected to have induced abortion. The study universe is essentially that of the marginal economic area. CEVEPOF is presently in the data analysis stage of the study. It is anticipated that the work should be completed by mid-1970.

5. Within a reasonable length of time after the family planning clinic of the Maternidad Concepción Palacios had been functioning, CEVEPOF undertook an evaluation of the results of the clinic's work. The study is presently at the printers and should be distributed publicly prior to mid-1970. Essentially, on the basis of this work, CEVEPOF was able to initiate conversations with the government relative to what it had learned about the population and family problems in the more marginal areas of the capital city. From these contacts, a rapport was developed in which the Government became interested in studying in a somewhat wider scope and in greater depth the problem of the deterioration of family life, not only in the capital city, but also throughout the country.

CORDIPLAN has formally requested USAID/V to participate in such an endeavor, each entity contributing about equally to the funding of the project. This is undoubtedly a most significant recognition by official sources of the serious problems of population and family that exist in the country, and of the fact that an intensive study must be made of the Venezuelan family which will form the basis of a national family policy. In order to strengthen the proposed project, the USAID/V has added participant training in U.S. universities for 4 individuals who would be connected with the project and could make a more valuable contribution in the second year of the project after their training. Also the USAID/V believes that expert consultant services for short terms would probably be advisable and could be of valuable assistance in guidance with project development and analysis. This additional contribution by the USAID/V has the approval of both CEVEPOF and CORDIPLAN.

CEVEPOF's proposed three-stage study program will include at least the following aspects within its basic design:

will

1. Data to develop a typology of families in terms of class, region, life, style etc. This typology should be quantifiable, at least in general terms, because it will form the basis of the policy recommendations.
2. Each typology should consider the following aspects:
 - a. Family size and age structures;
 - b. Social organization with reference to the community within which it operates. This covers such things as the role of the extended family group, the importance of "compadrazgo" (godparent relationship), which is taken very seriously in the marginal area;
 - c. Forms of social control which the family exercises over its members. This must consider the areas of life in which each type of family controls its members (religion, sex, politics, spending habits, family planning, etc.).
 - d. Economic organization within the family group. This covers patterns of consumption, credit systems, patterns of savings,

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the contribution which each member is expected to make to the family budget, etc.

e. Social organization within the family group. This covers role relationships between family members, the main activities in which all family members participate, the ways in which outsiders are admitted into the family group, etc.

f. Social mobility. This covers the history of the way in which the family has progressed economically and socially, their plans for the future, and particularly the influence which the family group has (both positive and negative) on the mobility of its members. The data and hypotheses from these case studies will provide the basic information to plan and prepare for the third stage of work which consists in the attitude study per se.

on will be studied.
3. Attitudes of the family ~~on~~ key social issues/ The purpose would be to conduct a study of the way in which attitudes vary between different family members and to show the influence of the family in the development of these attitudes. Some of the key attitude areas would be religion, social mobility, family planning, etc.

The object of the first report under Step One is to:

- a. Analyze existing information; and
- b. Develop the methodology for the case studies.

Under step 2, CEVEPOF will conduct initial case (pilot) studies with each of the main population groups, so as to define the dimensions which should be studied in a more detailed program. The population will be divided into socio-economic groups based on types of dwelling, for example barrios/working class apartments (Banco Obrero) /working class houses (La Pastora) /upper class apartments (Altamira) /upper class quintas (Fracos del Este). CEVEPOF plans to conduct between two to five case studies of families in each of these units.

Great stress would be placed in these studies on the ways in which the family operates as a unit for making some of the major decisions about budget, friendship groups, relationship to community action projects, marriage, family planning, death, etc. In each family a number of important decisions would be identified and the attempt would be made to trace through all the influences within the family which operated during the making of the decision. On the basis of a number of these decisions the functions of each family member in making key decisions would be determined.

Each case study will attempt to include the following:

1. Description of the communities from which the families were chosen.
2. Brief description of each family.
3. Explanation of the methods used in the study.
4. Chapter devoted to the structure and functioning of each family.
5. Chapter summarizing the attitudes of the families to a number of topics such as marriage, sex, religion, roles in family planning and sound organization, etc.
6. Summary of some of the elements which might be included in a policy for this type of family.
7. Statement of the types of further information which are required to be able to develop definitive policies in this area. This would also discuss the methods which would be needed to collect the information. Extensive monographs would be prepared on at least two of the families.

The third and last stage will be developed from the experience and data of the first and second stages. On the basis of the descriptive analysis and the various case studies, a more complete and representative sample design will be established. An attempt will be made to elicit attitudes from probabilistically chosen groups (families) with the basic aim of generating group responses. These experiments in group estimations will be conducted by means of Delphi and group feedback techniques. This third study forms the principal aspect of the entire study; the culmination of the overall research program. The various hypotheses to be tested and variables to be studied will come basically from the results of the family pilot studies as well as from other available material. Thus specific elements of the study design will be developed following the work on the first two steps, however, it is envisaged that this main report will consist of at least the following:

1. The role of the family in social development (brief);
2. Summary of the typology of families, with brief characteristics of each;
3. Detailed analysis of each family type. This would follow the headings laid out in Section 2;
4. Outline of the factors which must be taken into account in developing a family planning policy for each of these family types, i.e. the information which is needed, and the types of program which might be needed;

5. Statement of further research which is needed;
6. Methodology and statistical tables; and
7. Recommendations for a national family program.

V. RECOMMENDATION

The country team considers wise to continue without publicity the USAID/V's support to the above program.

VI. CONTRIBUTION - USAID/V - FY 1970

Consultant Services

Sociologists and/or anthropologists
3 trips of 2 to 3 weeks each

\$ 17,000

Participants

4 trainees - US universities

25,000

Other Costs

Support costs for local technicians, auxiliary personnel for investigation, questionnaires and coding and travel, per diem costs and IBM computer rental

75,000 \$ 117,000

VII. GOVERNMENTAL CONTRIBUTION

VEVEPLAN

Cash contribution to CEVEPOF in CY 1970-1971

\$ 100,000

22,222

Other Official Organizational Support

200,000

66,666

a. Field work \$ 150,000

b. IBM computer rental 50,000

TOTAL: Venezuela

\$ 300,000

\$ 148,888

HERRON

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