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THE NEW PARTNERSHIP  
IN  
INTERNATIONAL DEVELOPMENT

A CITIZEN PARTICIPATION PROGRAM  
Demonstrating  
SELF-HELP WORKS

Dale D. Clark

FOREWORD

A Special Role at the Grassroots  
For Congressmen and Senators  
In AID's New Direction Program

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I, a bureaucrat, have been "apprehended" on the Hill talking to Senators and Representatives. My conversations with them are allegedly unauthorized. Therefore, I have been asked to explain which Senators and Congressmen I saw, why I saw them what they said to me, what I said to them, and what witnesses were present.

This is an opportunity I welcome. My assignment in AID "to augment the self-help efforts of private groups in overseas development" has led me to the grass roots, to the people with the right answers. They work the farms, staff the clinics and teach in the classrooms. Unlike us planners in the bureaucracy who strain at systems, syllogisms, synergisms, syntheses, etc. these common sense, citizens in the private sector community scene seem to succeed with little fanfare in "getting it together". That is to say, at community level they do not consciously strain for integration. They've got it. They take it for granted. That is what the word "community" means. No need to strain at generating a special jargon.

These citizens, at community level, are located where they integrate their skills into effective systems by just doing what comes naturally. Without much ado they launch programs that could be of benefit to AID in reaching its "New Direction" objectives. AID should get into a partnership with these people, fast!

Community-to-community approach; this is what I have discussed with my own congressman and, through him with others on the Hill, both in the Senate and in the House. I have found them to be perceptive and receptive -- even enthusiastic -- even committed.

A quest for answers has led to former Senators Hubert Humphrey and Frank Moss; incumbent Senators, Jake Garn, and Orin Hatch; Congressmen Gunn McKay, Clement Zablocki, Clarence Long, Morris Udall, Dan Marriott and former Congressman Ben Reifel. These discussions have dealt with techniques for "people participation" in achieving AID's "New Direction". This is the job assigned to me by AID.

To develop plans to mobilize private sector resources, to find ways to augment the self-help efforts of private groups, to design mechanisms for citizen participation; to activate community-to-community programs, JSA to LDC -- this has been the area of my assignment. Members of Congress agree that they have a special role.

"There is no use pretending that this is not the most daring economic experiment ever seriously proposed in the United States."

Walter Lippmann, 1933  
Appraisal of New Deal  
Programs to Combat  
Rural Poverty.

We are standing at the threshold of New Era  
of Political Science.

Henry A. Wallace;  
New Frontiers, 1934,  
Referring to new  
mechanisms for citizen  
participation.

"There is no difficulty in showing that the ideally best form of government is that in which the sovereignty, or supreme controlling power in the last resort, is vested in the entire aggregate of the community; every citizen not only having a voice in the exercise of that ultimate sovereignty, but being, at least occasionally, called on to take an actual part in the government, by the personal discharge of some public function, local or general."

J.S. Mill  
Essay on Representative  
Government.

## SUMMARY

The New Partnership is partnership in development between economics and Political Science; between economically disadvantaged citizens, over there, and politically advantaged citizens over here; between citizens and their governments; and among governments. It is citizen participation in a structure animated by the spirit of service.

In its operations The New Partnership - Public/Private Partnership-- mobilizes and transfers men, money, management for development at community-to-community level.

The New Partnership links U.S. enterprisers to each other, to the private banking system, to AID and to the villages of the poor majority in a program called "Self-Help Works."

The New Partnership is not statism; it is not socialism; it is not paternalism. It is self-help through cooperation. It is capitalism, twice born; it is service, twice blessed.

# THE NEW PARTNERSHIP

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CHAPTER 1  
THE SELF-HELP WORKS MOVEMENT  
CONFRONTATION

There is a spectre that stalks the halls of Congress, haunts the White House and penetrates to the bowels of the bureaucracy. It is the Spirit of "76 parading as Proposition 13".

This spirit asserts: "Self-Help Works," and it makes this assertion in connection with US/AID programs overseas.

This self-help movement is conceived in the communities of America, nurtured by committed groups of citizens, motivated by humanitarianism, serviced by volunteers, invigorated by enterprise, characterized by pragmatism, grub-staked through benevolent contribution, packaged in small projects, financed through its own productivity, leveraged through loan guarantees, multiplied with cooperation of the private financing system, administered through non-profit corporations, and validated by performance in the villages of the deprived to the credit of America.

This movement comes as a rebuke to waste, inefficiency, elitism, paternalism, and the inaccessibility of bureaucracy. It is a spark that deserves oxygen. <sup>R</sup>AID's explicit assignment to me was to promote public/private partnership by providing prototypes for "people programs" that reach the grassroots, I have found it rewarding to enlist the help of congressmen. Congressmen are logical, legal, normal and effective channel to the private sector.

The private sector takes pride in practicality. Consequently, the congressmen have consistently requested to be shown examples of specific self-financing development projects abroad that work. Accordingly, the discussions tended to focus on specific projects and on the specific organizations that manage them. These private organizations are confederating under an umbrella organization called Joint Venture Services Inc., (JVS). JVS is a fitting example of self-help because in its ten years existence it has never yet obtained a cent of government money for itself or its affiliated organizations or pilot projects. These projects, though few in number, are succeeding and spreading.

JVS was organized in 1969 as a sister organization to IVS (International Voluntary Services). A third organization, Intertribe, Inc. designed for tribe-to-tribe work, was spun off. This made up the trio: IVS/JVS/Intertribe which is referred to in following pages.



The IVS/JVS/Intertribe models have been developed as part of my assignment in AID and its predecessors. To devise the necessary mechanisms to mass-produce the self-help prototypes is the present preoccupation of JVS and some citizens groups and banks of my work in AID. This task involves the private sector and, specifically, the District of Congressman McKay, who has carried the ball on the "Hill". This has led to discussions with other congressmen and to my being apprehended "hot handed on the Hill".

### JUSTIFICATION

Members of the Congress have a special role to play in these private sector programs, because they are themselves part of the Private Sector. Congressman McKay who represents the congressional district where I vote has been active, effective and innovative. In serving his constituents, who serve the AID ideal abroad, he has acted in his capacity as congressman-as-citizen. With him, I have met with citizens groups. Specifically, I was directed by AID work with the Private Sector to establish prototype mechanisms for mobilizing, organizing and employing private sector resources in behalf of AID's "New Direction". (See Appendix C Description of Duties assigned to me in 1968 by Mr. Clifford Matlock then Director, East Asia Technical Staff.

### MULTIPLICATION

A good idea spreads. I have also spoken on this same subject with officials of the United Nations, World Bank, Pentagon, retired AID administrators, top bankers, industrialists, church leaders, foreign leaders, Indian chiefs and leading conspirators of the 20th of July plot to kill Hitler. We're all in it.

In addition, still other persons in this "People Program" have talked to Senator Church, Senator Inouye, Congressman Pickle and others in the Congress. There is a "contract" out on Senator William Proxmire and Congressman Henry Reuss Chairman of the Senate and House Committees, respectively. This is because these men have seen the work of the JVS organizations, and they like what they have seen.

Inasmuch as my varied efforts in these directions are all threads of the same cloth, I will mention them here briefly and amplify them in Appendices. It is hoped that these papers will contribute guidelines for the confederating of the citizens groups, that are the backbone of this self-help works movement. Also, there is need for a kind of handbook to be used by cooperating banks. Banks located in communities would serve as "branch office", to serve a new partnership; and their staffs would serve as advisors in launching model development projects that are self-financing and self-multiplying.

### ORGANIZATION

An organization principle, urged upon AID by many congressmen, dictates that development programs to help the rural poor be built from "bottom up". Congressman McKay has participated in his own Congressional District in this organization process. He has met with "developer types" who were organizing action programs. These citizen/developers enter into development partnerships with deprived people at the grassroots, overseas, and they jointly built productive programs from "bottom up".

Congressman McKay has discussed this with other congressmen and senators and testified as to the effectiveness of the self-help principle of organization. He has urged AID to spread it. A letter to this effect, dated January 26, 1976, is at Appendix A. In it he tells of discussions with Senator Humphrey and Congressman Zablocki in which I participated. In this letter to AID he spoke of attending meetings with citizen groups in his own state (The Committee of Six Organizations), which were sponsoring grassroots development projects overseas.

I attended a number of these meetings. They dealt with down-to-earth pilot projects in AID's "New Direction". In them, emphasis was placed on self-help, bankability and the organizing of projects that would be self-financing and self-supporting. The projects stress utilization of idle labor and poorly utilized land and the application of low-capital technology. Several leading bankers have advised these private groups on self-financing techniques.

A detailed account of one of these organizing meetings, a pattern for others to follow, is attached to a letter to Dr. George Wing, a Special Advisor to Governor Gilligan. (Appendix B)

### PROLIFERATION

The significance of citizens meetings in the US which launch successful projects, and the impact of these successes on the Hill is easy to perceive if one has the insight to behold an acorn and see an oak, or the insight to glimpse Proposition 13 and see the shape of things to come. The citizens groups described in Congressman McKay's letter to AID (Appendix A) are joining hands with several non-profit corporations which operate nationally. This confederation of citizens groups is joining hands with the U.S. banking system and the U.S. banking system joins hands with the world. "See your banker instead of your bureaucrat," is the essence of "Self-help Works".

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## CHAPTER II

### TESTING THE NEW PARTNERSHIP

#### An Adaptation to AID's New Direction

Many legislators on the Hill, and various other critics of AID's development programs, claim to be satiated with "rhetoric and red tape".

"What we want to see is a specific example," several congressmen have emphasized. "Show us how citizen-to-citizen participation actually works. Demonstrate how 'trickle down' can be reversed and how production techniques can really reach the grass roots and spread their beneficial effects outward and upward."

Congressman Clarence Long put the challenge bluntly; and for good reason. As the champion of "grassrootsmanship" his neck is out a mile. He believes in it. For some others, it is a ploy in public relations. The kind of people-to-people partnership described in these pages costs less money and, therefore, runs head on to powerful interest groups, active on the Hill.

To Congressman Long I returned bluntness with bluntness in a manner I fancy he welcomed. I have told him he is right and that I know, personally, some of the hundreds of thousands of Americans who can prove he is right.

In support of this statement, I cited to him the citizens meetings, already reported to him by Congressman Gunn McKay -- meetings at which successful citizen-to-citizen joint venture projects were organized. To spotlight the challenge, I pinpointed a future self-help project as the specific "test case". It is the proposed "more clean milk" project, designed to "take off" from some grass meadows in Guatemala. It will succeed because it builds upon the success of earlier citizen-to-citizen projects, one of which had introduced improved new varieties of grass. The "test project," pointed out to Congressman Long, involves a transfer of an "appropriate technology" to control bovine mastitis, which is a destructive world-wide epidemic. I mentioned specifically to Congressman Long what the test case would be and emphasized that it would succeed because it utilized the techniques of the "New Partnership". The New Partnership, significantly, is not a single, isolated, exceptional case but a system that is multipliable. It is a model for community-to-community action that can be duplicated by citizens all over America who wish to join citizens abroad in productive joint ventures and community projects.

To emphasize the point, I also "called the shot" to AID's Office of Personnel, in writing. I wanted to prove the case and emphasize to them the advisability of personnel policy that will assign people, myself included, to the important task of devising, utilizing, and improving mechanisms for a "new partnership" in citizen-to-citizen participation, USA to LDC.

## Statesmanship, Grass-Rootsmanship and Bottom-Upmanship

### (A Special Example)

The Honorable Rafael Castillo was Guatemala's Ambassador to the United Nations when the JVS self-help program was discussed with him six years ago at U.N. headquarters, New York, and also in Washington, D.C.

Ambassador Castillo needed no converting. The value of demonstrating how specific joint venture projects could become an example for an entire nation was obvious. Productive enterprises must be inter-related at the grassroots in such a way that they spread their beneficial effects, both laterally and from bottom to top. Dairying is one of these joint venture projects; it was pinpointed for Guatemala as a "special example".

Ambassador Castillo had already worked with JVS volunteers and "Committee of Six" groups in laying the foundations of a rural programs among Indian groups. The program was headquartered in a small building in Cunen, Guatemala in 1969. Rafael Castillo, then a "neighbor" in the vicinity of Cunen, had donated the building to serve as a community training center. Later, when the idea of self-help really caught on, a larger center was constructed with funds donated from the community members. This was a demonstration of spirited community action, carried on with volunteered labor, donated funds and the priceless additive the management experts call, "TLC" (Tender Loving Care).

Today, Rafael Castillo, is in the Guatemala Cabinet, as Minister of Foreign Affairs. This is a fact I did not know when I sought to enlist his cooperation a month ago in launching the international project to improve dairy production through control of bovine mastitis. (This project is the JVS "spearhead" project, outlined at Appendix C).

When I called, I learned that Rafael Castillo happened to be in the United States. I called him immediately. Immediately he agreed to act. He called the US project leader for the dairy project, Dan Noorlander, immediately. Returning to Guatemala he decided to begin with the private sector and bypass bureaucratic channels so he could proceed directly with the demonstration, immediately. He sent an airplane ticket to Dan Noorlander, the inventor of the needed technology, and Noorlander booked an airplane flight to Guatemala, immediately. Noorlander and His Excellency, almost immediately put on the "cow barn" shoes and, accompanied by two armed bodyguards, cruised from corral to corral in the Cunen countryside conducting leukocyte counts, using the accepted California mastitis test, an invention of Dan Noorlander. Elapsed time: 3 days!

The schedule in Guatemala City was threatened when a certain man came to town. Secretary Vance made a stop-over at Guatemala City and asked to see the Foreign Minister.

**Best Available Document**

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"This was a difficult situation", Noorlander confessed. The three-day mastitis tests were in process and the cows would suffer unnecessary pain unless the tests are conducted on schedule. This required work on Sunday. To ease the conscience, Dan and Rafael recalled the biblical justification of "getting an ox out of mire". Putting off the U.S. Secretary of State was a more sticky wicket. However, there are in international affairs such things as "diplomatic toothache" and "prior commitment": (They met later).

In any event, the cows were tested. The results are conclusive. An expanded JVS program was agreed upon. In one herd there was 100% infection. The herdsman-turned-inventor and His Excellency, the Foreign Minister, examined a 20-cow test herd, and all 80 appendages were infected. Milk production had been cut by an estimated 50 percent, or more. Translated into national terms, the problem is serious. A grassroots program to combat mastitis in Guatemala was formulated -- at the grassroots. To insure that the benefits of needed technology are diffused to benefit small farmers, a grassroots training program has been designed. A gifted young Indian boy of 16, Salomon Choc, is due to arrive in the U.S. and learn to operate a lathe and other tools. He is scheduled to return to Guatemala to be a leader in a program of training, manufacturing and marketing of the key components to curtail mastitis. However, the epidemic is really world-wide.

To insure that the new technology benefits the small farmer, the inventor, Mr. Dan Noorlander is transferring licensing rights to a trusteeship administered by JVS. (Appendix D)

The dairy production project is but one facet of a many-sided JVS development program. The success of training and health projects has already inspired a pilgrimage of JVS cooperators from the U.S. to celebrate, on January 31, 1979 the dedication of a community training center and clinic to serve Indian village around Coban, Guatemala.

Several congressmen, and particularly Congressman Long, have asked for specific projects to demonstrate that the congressional mandate to AID to reach the poor majority was doable. In the meter of the TV jingle, Congressman Long:

You ---  
You asked for it,  
You got it ---  
"Fast Action"

There will be other examples.

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## CHAPTER III

### A SELF-HELP MANIFESTO

There is manifest in America today a movement that asserts: "Self-Help Works," and it makes this assertion in connection with US/AID programs overseas.

The people at the grass roots in America are convinced that there is a way to turn some excessive government back to the people, even in the most unlikely sector: foreign affairs. The public seems to believe that community-to-community enterprises at the grass roots, encouraged by healthy public/private partnership, is a formula to be preferred over a system heavily laced with government-to-government subsidy.

It is the manifest will of the American people that creative entrepreneurship be recognized, encouraged, and supported by government; and that this be done in such a way as to protect the independence, spontaneity and innovation of private groups that promote benevolent and productive programs abroad.

Fortunately, there are many such self-help groups across the nation, and a pattern for coordinated community action is emerging. Some of these groups activities are described in these pages. It is simple. In the communities they meet, they talk, they agree to join hands, they organize, they produce, they join in partnerships with groups of deprived people overseas. They could mightily multiply these good works if they could go into partnership with their own government. Moreover, they are doing this with their own money. In widely separated communities in America, men and women with humanitarian motivations have established special capital funds for small overseas development projects. Funds for these "Self-Help Works," are accumulated in local bank accounts that are now being systematically linked together through modern banking technology into a nationwide capital pool.

It is consistent with the policy of Congress that this capital pool should be linked to, and augmented by pools of government capital and expertise, and then multiplied many times through the application of loan guarantee techniques; and further, that these augmented and leveraged pools of capital be used to generate supervised loan programs, finance joint ventures, fund training centers and support other actions designed to strengthen productivity.

Thus could be formed a system of public/private partnership in which government money would not be the significant factor. Rather, the significant factor would be creative entrepreneurship. Through this process a portion of government will have returned to the people.

This popular surge for self-help has commanded increasing attention in the press. The current tax revolt sweeping the country is its corollary. The mood to swing from federal help to self-help is manifest in both urban and rural areas. A recent article pointed out that in New York the demand for answers about self-help has been so strong that a 140 page manual on self-help has been published as a guide to the formation of a multitude of neighborhood self-help groups.

To respond to the development needs of the rural poor abroad, which is the target of U.S. assistance programs, community-based development groups have launched projects abroad that have been spectacularly successful. A confederation of such groups is Joint Venture Services, Inc. Among JVS leaders there are several men that founded and directed IVS, prototype to the Peace Corps. Their dedication of purpose is reflected in the titles of publications authored by them: "Beyond Bureaucracy," "Beyond Charity," "The Coming Era of Cooperative Public Administration," and "To Serve the Present Age." Finally, a book by the Rev. Edward O'Rourke, Bishop of Peoria, a JVS board member who supervised JVS pilot projects in the Philippines, was recently published. Its title has provided JVS with its slogan, "Self-Help Works."

## CHAPTER IV

### A MECHANISM FOR PEOPLE-TO-PEOPLE PARTICIPATION

#### A Ten-Part Procedure

Self-help is an idea that needs a mechanism, a spirit that needs a body, a cause that needs an apparatus. It has one: "quasi non-governmental organization" is the name that former President of Carnegie Foundation, Alan Piper, gives to "a new kind of organization which has appeared on the American scene in the past two decades."

"What is different about the quasi non-governmental organization (as distinguished from its recent predecessors, the government corporation and the government foundation) is that it sits astride two worlds: the world of government and the world of private institutions. On the one hand, this new social form is legally incorporated in the private sector of society and has a board of trustees, private employees, and a tax-exempt status in the manner of private organizations; on the other hand, it was created as the result of federal initiative in order to meet urgent public needs and it is financed by the federal government."

A self-help experiment called Joint Venture Services, Inc., discussed in the attached papers, follows this pattern, except for one important difference: it is not financed, not a cent, from federal government, nor would it accept total financing from the federal government.

The Committees of Congress concerned with AID programs have steadfastly warned against the futility of "trickle down" programs and have called for more self-help programs at the grass roots--programs which exert a spread effect outward and upward. The administration, however, operates on a government-to-government basis.

Is there a way to resolve this inconsistency? The attached papers argue that there is a way, namely, to mobilize U.S. private sector resources in what has been called, "quasi non-government corporations." This mechanism may act in concert with government but may, at the same time zero in on the grass roots.

Recently, the House Committee on appropriations and the procedure has raised serious doubts concerning "the channeling of funds through centralized government structures . . ." This is an approach which, "without involving the people themselves, is susceptible to paternalistic or other distortions." (Committee Report of July 1, 1978).



The corporate device by which grass roots resources and people, in the U.S., may become involved in helping grass roots people overseas to become involved in their own betterment is discussed in the attached papers and is summarized in the ten steps listed below:

- 1) The joining together of U.S. enterprisers in action groups;
- 2) The confederating of these groups, nationwide, into a "quasi non-government corporation" (it is, in essence, a multinational bank for the little man);
- 3) The linking of these with the private banking community into a financially savvy development system;
- 4) The relating of this development system to the humanitarian objectives of national and multinational agencies;
- 5) The creation jointly with these governmental agencies of "limited partnership" arrangements, with the private sector as "general partner;"
- 6) Expansion of the self-help capital pool, already initiated by citizens' groups, through matching funds from government and foundations;
- 7) Leveraging these funds through loan guarantees;
- 8) Transferring laterally, USA to LDC, on a community-to-community basis, the proper tools, technology and training to the villages of the deprived;
- 9) Cultivating participatory practices and carefully irrigating the grass roots programs and organizations;
- 10) Following up with spin-off enterprises and services that, experience shows, are demanded as know-how diffuses, income rises and capital formation results from utilization of underemployed labor.

Thus, "trickle down" will be more effective if the grass roots are nurtured and watered and result in a spread effect, outward and upward -- a balancing of gravity force downward with capillary action upward.

A number of U.S. citizens' groups that have successfully assisted self-help projects abroad, without any subsidy from government are now demonstrating the soundness of all ten of the above steps in implementing projects that coincide with AID's New Direction. They are joining together in a confederation called Joint Ventures Services, Inc. This consortium would cooperate with government in developing a system for public/private cooperation, based on the ten points outlined above.

## CHAPTER V

### CONGRESS IS IN IT

#### THE ARIZONA DELEGATION

Pilot projects in public/private partnership have been discussed with several members of the Arizona congressional delegation for many years. Attention was focused mainly on proposals for tribe-to-tribe self-help development projects in which several Arizona Indian Tribes would make a contribution.

The subject of assistance to tribal groups overseas is coming up again. A motion picture documentary is being made about one citizen group with whom I am negotiating. It is expected that a number of such groups, together with tribal representatives will be soon meeting with members of the Arizona delegation, or their staffs.

Proposals for grass roots programs among overseas ethnic groups were presented to several officials high, up in AID, as much as ten years ago. Ahead of their time, these programs were "nootered", and burned to the ground.

To raise these programs out of their ashes a meeting will be held soon in Phoenix, the city of the fabled phoenix bird. It's more than fact. It is poetry. AID under attack; Indians to the rescue! (See Star editorial and articles, at Appendix E which mention AID's "Indian connection").

At the Arizona meeting the following topic will be discussed:

1. The use of Indian reservation training and clinic facilities to provide apprenticeship opportunities for Indian trainee groups from remote areas abroad. Locations among tribes with Spanish language capability will be reviewed. A pilot training project is now under way.
2. The role of National Indian Research and Training Center as a coordinator for trainees from tribal backgrounds.
3. Presentation of the program of Esperanza, Inc.
4. Proposal to launch an Integrated Rural Development project among Indians in Paraguay.

The design of this project may involve representatives of several private organizations:

- (a) Heifer Project (livestock expertise)
- (b) Mennonite Economic Development Associates (guidance and recruitment)
- (c) National Indian Research and Training Center (apprenticeship training coordination)

(d) Joint Venture Services, Inc. (holder, in trust, of useful patent rights) and organizer of farmer-to-farmer corps; (e) Hesston Foundation (launch manufacturing enterprises for appropriate technology, (f) representatives of several Tribes.

The meeting will be held in the conference room of the Federal Building, Phoenix Arizona. Members of the staffs of the Arizona delegation will have an opportunity to become involved in the formulation of some very exciting international development projects. They will please their own constituents and may have a chance to see a demonstration of their own ideal as to what the role of government should be.

One of Senator Rhodes' close business associates made very perceptive suggestions about self-help finance for similar Indian programs. Senator Goldwater, is close to the Indians and close to the idea of self-help. Congressman Udall and DeConcina have both discussed aspects of this program with Congressman McKay.

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## HUBERT H. HUMPHREY

Three important national programs sponsored by Hubert H. Humphrey as Senator and as Vice President, benefited from pioneering efforts of the IVS/JVS/Intertribe organizers. Congressman McKay and I reviewed with Senator Humphrey these three successful efforts in connection with our proposal that he support a fourth, namely, the "New Partnership Program"

This discussion, was arranged by Congressman McKay. It took place in Senator Humphrey's office, shortly before his health began to visibly fail.

Congressman McKay explained to him the basic concept of Joint Venture Services Inc. and indicated that JVS is a confederation that includes the "Committee of Six" organizations in his own District. He reported on the vitality of these self-help groups. He told of the great potential that lay in encouraging locally-managed self-help programs instead of subsidizing so many government-to-government programs. He urged the effectiveness of local community action, which he had witnessed, rather than remote planning, analysis, research, etc.

Senator Humphrey grasped the situation immediately. He became vigorous in his advocacy of the concept. He displayed his keen insight on strategy to achieve the goals. We were, after all, venturing into a field in which he was the master.

His enthusiasm was due in part, to the fact that he knew the IVS/JVS/Intertribe experiments first hand. He knew personally many of the leaders in JVS and, he held in highest respect. Specifically, he recognized the names of six of the sponsors as fellow Minnesotans. Several were leaders in the cooperative movement. He responded warmly when the names of George and Dorethy Jacobsen were mentioned. He recalled TV Commentator Edward P. Morgan, who first broke the story that IVS, an obscure voluntary organization, had developed a modest program that might prove to be significant.

Then the three Humphrey-sponsored national programs, in which the IVS/JVS/Intertribe organizers had made direct, substantial, innovative contributions, were mentioned. They were: (1) IVS-Peace Corps (2) the Humphrey Admendment programs (Partners of the Alliance - the Bolivia-Utah Partnership) and (3) the proposal for Indian Banks, which was transmitted to Office of the Vice President.

Senator Humphrey was interested in some of the events and the personalities that contributed to the Peace Corps legislation which he introduced in the Senate in 1960. He suggested that I write up some of these facts. (There is a shortened version at Appendix F). He scanned the original IVS proposal, "Testing the People-to-People Approach". This document was utilized by his research team, and it contains the project descriptions utilized in Senator Humphrey's speech introducing the Peace Corps. (This paper is at Appendix G; The speech is Appendix H.

The second contribution of the IVS/JVS/Intertribe organizers was to The Humphrey Amendment. Very soon after the organization of IVS, the original IVS founders encouraged the creation of the sister organization, Joint Venture Services. Its aim was to sponsor community-to-community programs that would provide self-help financing to rural enterprises. Stanley Andrews recommended Bolivia as the site for the pilot project. This project had already been formulated. It was suggested that it be tied in with the Humphrey Amendment programs, just then being planned. This was done. The proposal was submitted to Senator Humphrey's associates, and it was implemented. The proposal submitted at that time is at Appendix I

The third program of the series was the American Indian Development Bank. Senator Humphrey was surprised to learn that the proposal for an American Indian Bank was developed in AID as a spin-off from a tribal involvement program intended for montagnards in Southeast Asia and tribal groups elsewhere. Congressman McKay had become familiar with this program his first year in Congress.

It was formed partly because the joint ventures programs were aimed at remote villages which were inhabited by ethnic groups with tribal background. To accommodate to this situation, Intertribe Inc. was organized. (See Appendix J). The idea was proposed to prominent leaders in the US banking community. They embraced the idea also, leaders in government cooperated. (The letter to Vice President Humphrey is at Appendix K). Intertribe became "American Indian National Bank". The chairman of Intertribe, Marvin Franklin, became its first Chairman of the Board.

What is the reason for an "arms length assignment?"

In each of the three above examples of pioneering programs that were finally adopted under Senators sponsorship, it was advisable to find a place receptive to innovation. IVS, the Peace Corp model, was chartered and organized after I shifted to the International Development Advisory Board. The Bolivia-Utah, Partners of the Alliance Project was formulated during an interlude out of the private banking business. The intertribal bank idea flourished during a voluntary exile to Office for Economic Opportunity which, in turn, attached me to a Governors office for work in the Southwest.

As AID's champion on the Hill, Senator Humphrey had, nevertheless, deplored what he had called "rhetoric and red tape" and the expenditures for endless studies. When he learned that the IVS/JVS/Intertribe innovator had found no support in AID, he warmed up. When he found that the proposal for tribal programs among tribes overseas could not get a hearing in AID and that it had to be exported to OEO, and to his own office, to gain sponsorship, he heated up. When he ruminated on the fact that the JVS innovators, whom he personally regarded to be tops in their field, had never succeeded in getting one cent for any JVS, or Intertribe program, he boiled. When Congressman McKay reminded him that I had found it necessary to pay my own way to attend meetings with Congressman McKay to organize projects for overseas development, he exploded.

Congressman McKay describes Senator Humphrey as pacing back and forth, like a tiger betrayed. Suddenly, as he paced, he exploded: No! I will not send that letter to AID! "I have a better plan". "Sit down here again!" he beckoned.

Seated again, he declared his new strategy. "I'm going to have Dan Parker and John Murphy come up here and we will sit right down here ~~-(pumping his index finger)~~ and we'll talk this thing through". He was referring to the strategy to put me to work on demonstration projects as prototypes for new legislation. He had previously told McKay he would send a letter to AID supporting an IPA assignment, already requested by two universities. This was calculated put me where I could develop mechanisms for direct, community-to-community action. This assignment was intended to give me "arms length" flexibility to develop the proper mechanisms, working with citizen groups and tie them into the banking system.

Senator Humphrey accompanied us to the door where a conference continued that recorded very high on the Richter scale.

"We've got to get this man on an arms length assignment" he repeated to McKay. The two legislators quickly completed a plan. Congressman McKay mentioned this in the attached letter to AID. At the door we stood within his magnetic field still watching sparks fly. It was an experience to be treasured. We had seen the Happy Warrior at his best, near his zenith, yet near the end.

## CONGRESSMAN CLARENCE LONG

Congressmen Clarence Long and Gunn McKay, as colleagues on the House Appropriations Committee, have from time to time discussed their similarity of viewpoint on the subject of international development. Congressman McKay told me of these discussions and suggested that I discuss with Congressman Long some self-help techniques for development which were of mutual interest to them.

Congressman Clarence Long's ideas on overseas development are well known in AID. His ideas have much in common with the objectives of the citizen self-help development groups in Congressman Gunn McKay's First Congressional District of Utah -- the "Committee of Six" organizations.

In my visit in Congressman Long's office, in December, Dr. Long agreed that the need was not for discussion, but for action. He also pointed out the need for specific examples -- examples of successful transfer of simple tools and appropriate, capital -- saving technology. Programs are needed that forsake the pitfalls of development theories, that spell "trickle down". We need "capillary action" he has said -- program which build from "bottom up."

Congressman Long's call for action came as a challenge that I knew would be accepted by the umbrella organization, Joint Venture Services, Inc. and the affiliated Committee of Six organizations in Congressman McKay's District. The specific example that was selected as a "test" case was a JVS dairy development project which is intended for a number of countries. This project is presented in detail in the attached materials. Included is an account of a current "blitz" demonstration in Guatemala. (See Chapter II and Appendix L).

This action demonstration involves the transfer of specific dairy technology to rural people. It utilizes a technology for controlling bovine mastitis a world-wide epidemic that is a scourge to the milk industry.

Following this discussion with Dr. Long, the inventor, Dan Noorlander was motivated to design mould and methods which make possible the manufacture of key components with a kitchen stove and a simple lathe. A 17 year old Poconchi Indian boy, from Guatemala, Solomon Choc, has just been brought to the US and is being trained to train others on how to manufacture this component in his own country. This project provided an opportunity to demonstrate self-help development, and fast action.

A key to introducing self-help and self-financing into this dairy improvement program is the control of patent rights. Mr. Dan Noorlander, the inventor, is donating these licencing rights to a trusteeship, Joint Venture Services, Inc., for the benefit of less developed countries that will use them. This JVS project could possibly prove to be a classic case in self-help financing and in transfer of technology. It builds upon past success. It demonstrates sustained, integrated self-help development.

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The formula: Private property is donated, a trusteeship appointed, projects are planned, stewardships assigned, self-help production is assisted, management trained and surplus profits are accumulated in a revolving fund. Repeating the cycle, capital and stewardships are allocated to new enterprises. Control is turned over to citizens in the host country.

The use of loan guarantees is a key concept in the system of self-financed development. Congressman Long expressed his keen interest in the use of guarantees. The loan guarantee is seen by the Joint Venture Services organizations as a suitable device for multiplying self-help projects, attracting participants who are experienced and responsible, and enlisting the cooperation and experience of the banking community, both in the US and abroad. In short, the guarantee is a device for decentralizing and democratizing. It tends to move the development process from the bureaucracy to the private sector. That is where the developers are and where the action is. Developers can move laterally, grass roots to grass roots, here to there; and once a base is established, there can be a genuine system of "bottom up" development.

Congressman Long was interested in the high caliber of leadership that had launched the three sister organizations, International Voluntary Services, Joint Venture Services and Intertribe, Inc.

I reported to Congressman Long an interesting fact about leadership of the AID predecessor, International Cooperation Administration. All three top officials had subsequently been active board members of one or more of the IVS/JVS/Intertribe groups. (Stanley Andrews, E. Reeseman Fryer and Kenneth Iverson).

Dr. Long was also interested in the series of citizens development meetings that are being planned by JVS. He indicated he wanted to attend the one being planned by Joint Venture Services for New Windsor, Maryland.

The congressional hearings were mentioned by Dr. Long, and he suggest that some of the leaders of self-help projects would be desired to give testimony.





MATTHEW MCHUGH

My discussion with Congressman McHugh took place at the conclusion of a talk he had given at a brown bag luncheon in AID. He had been talking on the "State of AID", as Congress sees it. The picture was grim. Congressman McHugh had stated that Congress was giving AID its "last chance". The program would have been abolished, last time around, he had told AID staffers, except for some brilliant congressional liaison work. He specifically mentioned Governor Gilligan and Ms. Jean Lewis. He made it clear that to save AID again, it would take much more than the acumen, perspicacity and persuasiveness of the Administrator and the Office of Legislative Affairs.

The reason for disillusionment in Congress, as indicated in his address: AID programs do not get down to the little guy.

In the after-the-speech discussion, I insisted to Congressman McHugh that there are ways to do this; there are Americans who know how to do it; they are found all over America by the hundred thousands. Moreover, there are ways to mobilize and activate them.

To support this contention, I mentioned the citizens meetings (described in Appendix B) at which successful grass roots development programs had been launched and at which congressional staffs had participated. I told him that this can be done most anywhere. It could be repeated in most any congressional district in the United States. A particularly favorable area, I ventured, would be the congressional district that included Cornell University, his own congressional district.

He seemed interested. Just then, Congressman McHugh was charmingly rescued through the social dexterity of the Assistant Administrator, Office of Legislative Affairs. She seemed to suspect that perhaps something subversive was going on. She was probably right.

## CONGRESSMAN GUNN MCKAY

My collaboration with Congressman McKay has come about quite naturally. Our own sons and daughters worked together to help raise \$2500 in a Virginia neighborhood, by organizing car wash teams and bake sales. This \$2500 paid for a schoolhouse in an earthquake-damaged Indian village in Guatemala.

That skills, tools and the temperment to help achieve AIDs objectives reside in the communities of America is a truth that Gunn McKay is helping to demonstrate in connection with the "Committee of Six" and JVS. He realizes, moreover, that if government is to be partner in a program to mobilize, organize and utilize private sector resources, new mechanisms are needed.

To develop these new mechanisms, a number of meetings of his constituents have been held. Included were developers, physicians, bankers, educators, inventors and managers. He has been convinced that much more should be done to utilize private sector resources in our overseas programs. He has communicated this conviction to others on the Hill and in AID, and he has in the past asked me to join him in some of his discussions.

Congressman McKay proposed to AID (in the letter at Appendix A) that I be given an assignment pursuant to the Intergovernmental Personnel Act, to a University or State government to develop a community-based program. This program is already, both interstate and international.

There is a direct precedent for this kind of assignment to promote public/private partnership. In 1971 I was detailed to OEO, and via OEO to an ICAP (Indian Community Action Program) located at the University of Utah. This provided jumping off place to organize tribe to-tribe programs, one of which culminated in the American Indian National Bank. This same kind of flexibility sought to me by Congressman McKay. In his letter to AID (Appendix A). Congressman McKay stated:

"...In a recent meeting with these citizen groups, I was asked if I could help provide them with a coordinator/catalyst--someone to help them follow through with their own projects and better relate them to our national efforts abroad. Several of these groups have asked me to inquire about the possibility that AID would make available to them Dr. Dale Clark.

In 1971, Dr. Clark was detailed for a year to several State Offices of Economic Opportunity to assist in the formation of development corporations, including some of the development corporations referred to in this letter...

"...Senator Hubert Humphrey has indicated to me he will make known his support for this request that Dr. Clark assist private groups such as these. He is acquainted with Dr. Clark's work as an original organizer of International Voluntary Services, Inc. This is the organization which Senator Humphrey cited in his Senate speech introducing the Peace Corps legislation in 1960. He call IVS 'the organization which has the experience most directly relevant to the proposed Peace Corps'..."

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CONGRESSMAN MORRIS UDALL

A program that Congressman McKay and I discussed long ago with Congressman Morris Udall concerning the Hopi, Apache and Navajo Indian tribes participation in tribe-to-tribe projects has again become a timely topic. These tribes hosted and provided orientation on Indian Reservations for tribal leaders from Southeast Asia who were interested in training and technology transfer.

The JVS groups are launching another training program very soon that may involve several Arizona Tribes and several tribal non-profit development corporations.

At Appendix E there are several papers dealing with possibilities for tribe-to-tribe projects with ethnic groups abroad.

My experience in Bureau of Indian Affairs and in the banking field convinced me that there were technologies, skills, traditions and practices utilized on Indian reservations that could make a contribution in tribal areas abroad. Congressman McKay and I discussed with Congressman Udall specifically the use of four distinct development mechanisms: (a) tribal development authorities (b) Indian commercial banks (c) an intertribal investment trust and (d) American Indian Development Bank. All but the last one have become a reality. The "development bank" technique with use of loan guarantees is central to the present JVS plan to launch development enterprises abroad.

CONGRESSMAN CLEMENT ZABLOCKI

My discussion with Congressman Zablocki was in company with Congressman McKay and a member of Congressman Zablocki's staff. In this visit, Congressman McKay succeeded in enlisting Congressman Zablocki's favorable consideration for JVS demonstrations of self-help development projects and for my assignment to a position where I could effectively help develop such programs .

Congressman Zablocki was in agreement and agreed to write to AID the letter at Appendix M. An earlier letter to AID was sent by Congressman Zablocki in 1972, at the time the "Zablocki Amendment" was being discussed. The discussion dealt with matters reported in the attached letter from Congressman McKay to AID Administrator, Dan Parker. (Appendix A). Congressman McKay raised the question as to whether this visit to the Hill by a member of AID would cause repercussions in AID. Congressman Zablocki smiled reassuringly and replied that when AID finds out how interested he and his colleagues are in JVS, that there would be nothing to worry about. He also indicated that many AID people talk to Congressman about such matters. He specifically mentioned the visits of Ted Owens, who has been working on a similar approach.

## CHAPTER VIII

### GETTING IT TOGETHER

#### Citizen Action Meetings Organize It

In order to demonstrate how "Integrated Rural Development" can be achieved overseas through self-help joint ventures, a number of citizen participation meetings have been held, in the U.S. The citizen/developers in these meetings have generated action projects that have demonstrated the reality of their slogan: "Self-help works".

These meetings are to be accelerated. They will follow a pattern of citizens meetings which has been tested and is described in the attached memorandum to Dr. George Wing, Special Advisor to the Administrator, Governor Gilligan.

Meetings are planned in a number of states: Arizona, Arkansas, California, Idaho, Iowa, Kansas, Maryland, New Hampshire, Pennsylvania, Wisconsin and Virginia.

An illustration of these citizen meetings is presented in the attached adendum. It is a proposed meeting in Boise, Idaho. It is planned that at this meeting inventor, Dan Noorlander, will transfer licencing rights to patented technology that will benefit the rural poor in under-developed countries. Receiving this gift, in behalf of Joint Venture Services Inc., will be John Metzger, the organizer of the famous "freedom train" that was promoted by Drew Pearson, in 1947. Columnist Jack Anderson, who was then Drew Pearson's assistant, has expressed interest in reporting this possible adaptation of the famous "Freedom Train".

The results of these meetings by citizen/developers show that AID's New Direction, can be promoted through programs which link people at the grassroots, over there, with people at the grassroots, over here. Development is done best by developers, and out in the private sector there are developers.

MEETINGS OF JOINT VENTURE SERVICES, INC.  
WITH IDAHO PRIVATE GROUPS

The citizens' groups comprising Joint Venture Services, Inc. are scheduling several meetings in Idaho.

Following the format of the Salt Lake City meetings of June 7-8, these JVS conferences will be held in the conference rooms in the federal buildings in Boise and Pocatello convenient to the Congressional staffs. Typically, the Congressional delegations show keen interest in JVS's "Self-Help Works" program. It is expected that Idaho's Congressional delegations and some political candidates will be represented.

The initial meeting will deal mainly with four key subjects:

1. The JVS legislative proposal for a quasi government corporation to administer a "yardstick program." This program will measure costs and benefits of overseas programs carried on at community-to-community level as compared to the costs and benefits of government-to-government programs.
2. The establishing of a private sector financing system to serve self-help joint ventures and on-the-job training enterprises overseas.
3. Public Relations Program
4. Projects.

In regard to the JVS legislative proposal, the reaction of the Senate Foreign Relations Committee will be sought prior to these meetings and a report will be given on this Committee's reactions.

In regard to the second item, which deals with self help financing, the cooperation of leaders in the Idaho banking community has been enlisted. A report will be given on techniques and procedures for cooperation with the private banking system in linking together the bank accounts of independent organizations and forming a national capital pool, which pool is to be linked to government and leveraged through customary governmental loan guarantee provisions.

In this connection, Mr. Erie Sauder, an Ohio banker and businessman and a leader in MEDA (Mennonite Economic Development Associates) will give a presentation on introduction of small banks among tribal groups in Central America.

Mr. John D. Metzler, the chief organizer of the renowned Freedom Train just after World War II, will discuss some of the lessons to be learned from the experience of CROP (Christian Rural Overseas Program), Heifer Project, Church World Service and other programs in which he played a key role.

The public relations aspects of the JVS program will be discussed in the light of the experience of organizations associated with JVS and particularly Mr. Metzler's relationship with columnist Drew Pearson, who made the CROP-sponsored Freedom Train a household expression.

Organizations represented at the meeting will include the Ecumenical Association of Churches in Idaho; Christian Rural Overseas Program; Idaho State Farm Bureau and a number of community-level non-profit development corporations active in overseas development.



APPENDIX A  
Congress of the United States  
House of Representatives  
Washington, D.C. 20515

January 28, 1976

The Honorable Dan Parker  
Administrator  
Agency for International Development  
Department of State  
Washington, D. C.

Dear Mr. Parker:

I have met several times recently with representatives of citizens groups in my State of Utah in regard to self-help development programs which they sponsor in underdeveloped countries. They have found success and satisfaction in training disadvantaged people in fields of health, education, and agriculture. They have done this in a way that promotes independence and self-sufficiency.

One particular meeting in my office in Provo, Utah, was attended by representatives of six non-profit organizations that conduct training programs among people in poverty. I feel assured that the commendable efforts of these citizen action groups, and similar groups throughout the nation, could be greatly magnified. Such efforts would do honor to our overseas technical assistance program.

The six groups of which I speak are supported almost entirely from private contributions. Nevertheless, they have met with success in teaching disadvantaged people to participate in productive and remunerative enterprises. They now wish to expand their programs and build upon their good beginnings. At least two of the groups have approached the Overseas Private Investment Corporation (OPIC) and have concluded that the loan and guarantee provisions of such lending institutions are well suited to program components which they believe to be bankable. The training and technical assistance resources of AID could also be of great help, especially in training large numbers of the rural poor to utilize technology that would be demonstrated by groups such as those I have mentioned. I believe that in a partnership between AID and such groups each side would be the winner.

January 28, 1976

In a recent meeting with these citizen groups, I was asked if I could help provide them with a coordinator/catalyst--someone to help them follow through with their own projects and better relate them to our national efforts abroad. Several of these groups have asked me to inquire about the possibility that AID would make available to them Dr. Dale D. Clark. In 1971, Dr. Clark was detailed for a year to several State Offices of Economic Opportunity to assist in the formation of development corporations, including some of the development corporations referred to in this letter.

A group of five pilot rural development projects launched at about that time were presented to AID as an exemplification of the provisions later incorporated in the Zablocki Amendment to the Foreign Assistance Act of 1973. These projects were reviewed at the outset by Congressman Zablocki and commended by him in a letter to AID as reflecting the mandate of Congress. All five projects proved to be successful, and some are now being expanded.

Senator Hubert Humphrey has indicated to me he will make known his support for this request that Dr. Clark assist private groups such as these. He is acquainted with Dr. Clark's work as an original organizer of International Voluntary Services, Inc. This is the organization which Senator Humphrey cited in his Senate speech introducing the Peace Corps legislation in 1960. He called IVS "the organization which has the experience most directly relevant to the proposed Peace Corps."

Many of the same organizations that cooperated at that time in starting IVS, a Peace Corps prototype, would now develop other innovative patterns for assisting rural poverty groups. They need information and assistance from AID, and they need flexibility and opportunity for independent action. They reflect a desire to assist our national efforts abroad, but at the same time, safeguard the values of local initiative, self reliance, enterprise and volunteerism. I therefore agree with Senator Humphrey's suggestion that Dr. Clark be placed in a position that allows flexibility and innovation in working out projects and procedures according to their own dictates.

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January 28, 1976

There is much to be done. The citizens groups are anxious to learn to be more effective. Channels need to be opened up to the vast resources of information and technical assistance in our public programs. Coordinating machinery and shared management services need to be installed. Financing techniques such as revolving funds, loan guarantees, etc. need to be utilized.

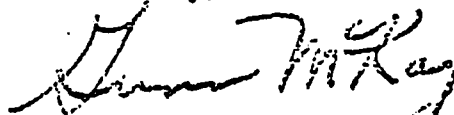
Organizations that are participating in these discussions include:

Eyring Research Institute  
Foundation for Indian Development (Cordell Anderson Group)  
Ayuda, Inc. (physicians, dentists, and professional people)  
Motoqua Foundation (Louis Ramon-Ralph Breadlove Group)  
Indian Initiatives, Inc.  
Intertribe, Inc.

These groups in my state are joining hands with several non-profit corporations which operate nationally. Several private enterprisers who are active in overseas joint ventures are also involved.

The ideas reflected above have been espoused for years by Senator Hubert Humphrey and Representative Clement Zablocki. I have discussed the subject with them. They are both personally acquainted with background and even with some of the specific projects and sponsors involved. I am happy to join Senator Humphrey and Representative Zablocki in supporting the principles underlying these projects which they, at an earlier date, had already had the vision to endorse.

Sincerely,



Gunn McKay  
Member of Congress

GM/ws

APPENDIX B  
DEPARTMENT OF STATE  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

July 21, 1978

Dr. George Wing  
Agency for International Development  
Room 5752, N.S.  
Washington, D.C. 20523

Dear Dr. Wing:

In our recent discussion on ways to achieve the objectives of AID's New Direction, we spoke of citizens' action groups that are in process of confederating in order to better conduct New Direction-type projects overseas.

One small cluster of U.S. communities, in a few meetings that ended as recently as June 8, 1978, agreed to collaborate in launching and managing inter-related rural projects in Guatemala. There are eight groups in this coordinated effort, not three as I had mentioned. The attached table lists these eight groups, together with the information you requested--names, dates, projects and locations.

In about one month after their decision to confederate, representatives of most of these groups were in Guatemala working together to launch new projects. Meetings to effect further confederation of private groups are being held in other parts of this country and Canada. The next is in Peoria, Ill. It is being hosted by one of the original JVS directors, the Most Reverend Edward W. O'Rourke, Bishop of Peoria.

These meetings called by Joint Venture Services, Inc. illustrate the unlimited possibilities in mobilizing private sector resources in a productive public/private partnership to reach the poor majority.

As to a specific action AID might take, there could be a clarification of my own assignment by AID so as to legitimize my efforts to mobilize private sector resources in AID-related projects. Actually, I was brought back into AID in 1968 to do precisely this. There have been some successes, but because of confusion

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in position assignments and job descriptions, as well as delay in the implementation of the "New Direction" mandate, it has been necessary for me to pay for my own travel and use my own vacation time to meet with these groups. I have traveled on my own in five states and Canada in order to do a job that was assigned to me by AID, mandated to AID by the Congress and destined by the nature of things to succeed because of the resources of technology, skill and compassion that reside in communities all over America.

The eight groups cited in the attached table are a small sample of what similar groups all over the nation could do. One main diversion to their purpose has been AID's classification of them as voluntary agencies in the welfare business. These groups regard themselves as private sector rural developers and enterprisers in a movement characterized by their slogan, "Self-help Works." If there is to be linkage with AID, where is the handle?

Encouraging signs have appeared. Governor Gilligan's search for new approaches will encourage these innovative private groups as evidenced by his open door policy, his brown bag forums, his face-to-face confrontation with the concerns of his employees and finally his assignment to you of the task of being his eyes and ears to entertain a variety of views, including my own.

I appreciate my meetings with you and hope that this exchange will prove useful to the Agency and that I can find, within the AID Complex, an opportunity to assist in the New Direction efforts.

Sincerely,

*Dale D. Clark*

Dale D. Clark

ORGANIZATIONS REPRESENTED AT RECENT  
 JOINT VENTURE SERVICES INC. MEETINGS  
 NOW COOPERATING IN JOINT PROJECTS ABROAD

<u>Organization</u>	<u>Representative</u>	<u>Kind of Program Assisted by JVS</u>	<u>Project Location</u>
) MEDA (Mennonite Economic Development Associates) Akron, PA--All Third World Continents	Mr. Lloyd Fisher Executive Director 21 South 12th St. Akron, PA	Livestock Health Training Business Management	Over twenty Countries
) AYUDA Logan, UTAH-- Cunen, Guatemala	Daniel Bluth, D.D.S. President 150 E. 2nd North Logan, Utah 84321 (Now visiting Guatemala)	Health Training; Establish Clinics	Cunen, Chajul, and Nebaj, Guatemala
i) JVS (Also Cavite, Philippines Inter-Agency Council)	Dr. Welling Roskelley Director 1406 East 19th N. Logan, Utah 84321 (Now visiting Guatemala)	Rural Development Village Agriculture Training in Cooperatives	He is now in Guatemala adapting his training techniques
1) FOUNDATION FOR INDIAN DEVELOPMENT Provo, Utah--Coban, Guatemala	Dr. Robert Blair, Pres. 990 Cedar Avenue Provo, Utah 84601 (Recently in Guatemala. Associates are presently in Guatemala)	Health, Education Agriculture Business	Coban, Patcicia etc., Guatemala
5) VOCATIONAL TRAINING PROGRAM Salt Lake City--LDC's	Dr. E. Terell Bell Immediate Past U.S. Commissioner of Education, presently Utah Commissioner for Higher Education, Salt Lake City. Also Mr. Ed Peters.	Includes rebuilding of autos by student volunteers for ambulance use in Guatemala (First "ambulance" now enroute to Guatemala.)	Hill Country, Guatemala

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<u>Organization</u>	<u>Representative</u>	<u>Kind of Program</u>	<u>Location</u>
6) DAIRY QUALITY CONTROL, INC. Orem, Utah	Dr. Daniel Noorlander President (Now in Guatemala)	Elimination of Mastitis in JVS and other Dairy Herds Abroad.	Coban and Cunen, Guatemala and Chile, etc.
7) NEW WORLD LANGUAGES Orem, Utah	Dr. Robert Blair, Director (Recently returned from Guatemala. Co-workers are still there.)	Preparation of dictionaries in three Indian languages.	Various Tribes in Guatemala (Quiche, Cakchiguel, Kekchi)
8) AYUDA TRAINING PROGRAM (On-the-job skill training)	Senor Pablo Choc Native of Patzicia, Guatemala, and Dr. Noorlander	Training for carpenters, cabinet makers, tin smiths, lathe operators, plumbers, etc.	Patzicia, Guatemala

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## APPENDIX C

### PERFORMANCE EVALUATION REPORT -- DR. DALE D. CLARK

Community Development Advisor GS-15  
EA/TECH  
Period from July 16, 1967 to July 31, 1968

Dr. Dale Clark has a special ability for bringing together into practical cooperation leading private persons of constructive purpose whose combined efforts blaze new trails in rural development, activities generally within the scope of what is now called Title IX in this Agency. Dr. Clark as an ICA officer generated the International Voluntary Services, some fifteen years ago, and for nearly all the years since has served as a Director of the IVS. The Peace Corps grew from the precedent established by the IVS.

Dr. Clark this year, as Area Development Advisor in EA/TECH, has generated two new forces for development. One is INTERTRIBE, Inc., which unites for the development of their assets and for participation in American overseas assistance the principal Indian tribes of the American Southwest. The Chiefs of these tribes, in personally signing the articles of incorporation, responded to Dr. Clark's initiative and expressed their confidence by making him an officer of the Corporation. The other force is JOINT VENTURES, Inc., an organization not yet legally organized but already vital in the intent and actions of the men of national stature -- including a former Administrator, and a former Deputy Administrator of a predecessor Agency to the A.I.D. -- currently engaged in the process of organization and already picking overseas projects to support with private resources under the aegis of JOINT VENTURES, Inc. Legal incorporation will soon be effected. I look forward with pleasure to personal participation in this action.

There is no doubt in my mind that fifteen years hence these two new institutions will be vigorous and known widely for their good works. In undertaking these activities, and spending virtually all his time on them, Dr. Clark has responded to my own wishes as Director, EA/TECH, and he has reported directly to me. I recruited Dr. Clark for the express purpose of generating practical activities, utilizing primarily private resources, that would invigorate the efforts of people in East Asian countries, in non-metropolitan areas, to establish viable income producing enterprises. The first projects under JOINT VENTURES will be in the Philippines and Indonesia. Both will be business activities at the grass roots level. These are two or three of hundreds of projects that will follow. This is institution building of a high order. I regard Dr. Clark's performance as outstanding in quality in uniting the Indian tribes in INTERTRIBE, Inc., and in drawing together the men who have decided to organize JOINT VENTURES, Inc. and make it successful in the years to come. They and the organizations of good will they represent are among America's prime resources.

Rated by: Clifford C. Matlock  
Director, EA/TECH  
August 9, 1968

Reviewed by: Robert H. Nooter  
DAA/East Asia

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APPENDIX D

August 24, 1978

Mr. Daniel Noorlander  
508 West 630 South  
Orem, Utah 84037

Dear Mr. Noorlander:

This is in regard to your work with a Chilean scientist, Dr. Eichholz, and the University Austral de Chile in a campaign to improve milk production by controlling mastitis in dairy cows, an infection complicated by improper milking machines that has become a worldwide epidemic.

I am going to suggest that you and your colleagues in Chile investigate the possibilities of the Reimbursable Development Programs, Sec. 661 of the Foreign Assistance Act.

I understand that you are the inventor of a number of patented processes that are used extensively in the manufacture of dairy equipment and that these processes have been approved for demonstration purposes in Chile by Dr. Eichholz and his team of scientists. Your letter of August 10, 1978, indicates that there is a solution to the mastitis problem, and that in searching for this solution you are in agreement with leading scientists and also equipment manufacturers in the United States as to the measures to be taken. In regard to the immediate problem you state that Dr. Eichholz, who is directing the anti-mastitis program in Chile, "is in need of sufficient milking machine equipment to set up sufficient demonstration herds to show not only Chile, but the other nations of South America, how this can be done."

Finally, you have indicated that you will, on a preferential basis, "license any patent under my control for the use of nations that need milk to improve the diet of their citizens."

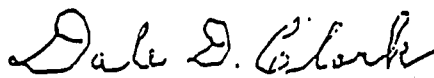
In my opinion your letter contains very persuasive arguments in favor of scientific and technical cooperation between the U.S. and Chile to control mastitis. In confronting this "worldwide epidemic of mastitis"

you point out that small countries could not support a viable equipment manufacturing industry but "Chile, however, could manufacture some of their equipment, import some, and generally get into the milking machine business under licensing agreements etc. from other companies in the U.S." You would, yourself, be in a position to assist, and in fact, your services are already being requested to assist Chile in this work.

What you are proposing is a self-help program and it appears that there would be little or no cost to the U.S. or the Chilean governments because the costs could be defrayed mainly through profits from production. This program would, in short, be characterized by (1) the transfer of U.S. technology, including the placing of patent rights into a trusteeship, (2) the creation of a cottage industry to manufacture, assemble, and distribute, (3) a financing plan that would be largely non-governmental, one that would involve participation of the U.S. banking community, (4) a program that is significantly beneficial internationally, but is nevertheless self-supporting, (5) participation of the employees in profits from the manufacturing process, and (6) a flow of income into a revolving fund, from license fees, to guarantee the financing of similar socially beneficial, self-help enterprises that will follow.

It may be that there is a way for Dr. Eichholz to obtain technical assistance of the kind that both you and he recommend. The procedure would be for him to determine if the Ministry of Agriculture, the University and other concerned parties would ask the U.S. Embassy in Santiago to forward a request to the Agency for International Development, Reimbursable Development Programs, (Attention Mr. Franklin Stewart) to send a Section 661 Team to Chile to examine the problem and possible solutions. The request should specify the kind of technical assistance needed in setting up a program in Chile that would benefit all Latin America.

Sincerely yours,



Dale D. Clark

UNITED STATES GOVERNMENT

# Memorandum

D. cont.

TO : DS/IT/PS, Mr. John F. Lippmann

DATE: September 8, 1978

FROM : DS/IT/PS, Dale D. Clark

SUBJECT: Report on the Organizing of Several Prototype Training and Technology Centers through AID/Private Sector Cooperation

The attached letter to Mr. Dan Noorlander, Vice President of AYUDA, Inc., outlines a plan to transfer technology to LDCs on a basically self-help basis.

There are a number of other technologies that can similarly be transferred to LDCs. These technologies, incorporated in operating enterprises, will serve as the basis of training operations in a chain of grass-roots training and technology centers.

To promote this approach, a series of meetings is now being held in several states by local non-profit organizations. They intend to follow a format similar to the AYUDA/JVS project led by Mr. Noorlander. These meetings reveal the great potential in mobilizing private sector resources, and they demonstrate how training and technology programs can be done in partnership with AID.

A report of one such meeting is contained in the attached letter to Dr. George Wing. A proposed agenda for a meeting to be held in Boise, Idaho is also attached. Meetings are being planned for a number of other states.

Attachment  
As stated



# Indians to the Rescue

By Robert Pear  
Star-News Staff Writer

The plan to save the Willard Hotel by converting it into a center for Indian affairs appears to have been the brainchild of a U. S. economist who was struck by cultural similarities between American Indians and Montagnard tribes in Asia.

Dale D. Clark, an economist formerly with the Bureau of Indian Affairs and now with the Agency for International Development, first put the Indian leaders in touch with Charles B. Benenson of New York, co-owner of the historic hotel at 14th Street and Pennsylvania Avenue NW.

THE INDIANS announced yesterday that they are forming a non-profit organization to buy the hotel for \$7 million and renovate it, at an additional cost of \$23 to \$25 million. The first three floors would be used for exhibits and as headquarters for the National American Indian Council, which represents urban Indians living off reservations. The upper seven floors would be used again as hotel rooms.

The Indians refused to identify

the source of their financing at this time. The transaction, if carried out, would spare the hotel from demolition.

Clark said his original idea was that the hotel might serve as a showcase in which American Indians could display their native arts, and Asian tribes in turn could exhibit their crafts.

To this end, Clark said, he put the Indians in touch with Simon Kriger, an oriental art dealer here, who agreed to make the International Cultural and Trade Center Foundation, of which he is chairman, the first non-Indian tenant of the rejuvenated hotel.

CLARK, A one-time Utah banker, worked four years at the Indian Bureau and maintained his contacts with Indians after moving to AID in 1968.

His vision for the Willard grew from an international exchange program several years ago. He accompanied Montagnard tribesmen from Laos and Vietnam who were studying Indian enterprises in the United States, and he observed a "feeling of kinship, a friendly interaction" between the tribes.

"We noticed that, when Asian tribal people were with Indian tribal people," Clark said, "there was a great freedom of expression that seemed to be lacking when they were in situations dominated by the modern and the industrial."

Between Apache and Navaho on the one hand, and Mo and Ka tribesmen on the other, Clark recalled, there was "animated exchange," though the Asians could speak few words of English.

Clark hoped to spur communication on a wider scale with a cultural center, through which American Indians could transmit their skills and at the same time participate in the U.S. Bicentennial.

ONCE CLARK provided the initial contact, the Indians dealt directly with Benenson, the owner.

Helen Marie Klein, executive secretary of the Indian Council, said the Indians hope to reopen the Willard, with its facade intact on July 4, 1976, eight years after it was closed because of financial difficulties.

See HOTEL, B-3

## HOTEL

Continued From B-1

The current structure, opened in 1901, was designed by Henry Hardenbergh, architect of the Plaza Hotel in New York City.

District and federal officials were enthusiastic about the Indians' project but mystified at the source of their funds.

"I was only told of the plan to buy the Willard last Friday," said Morris Thompson, commissioner of Indian affairs. "We wish them well. I have no understanding, honestly, of the financial arrangements.

"We certainly hope the project goes through," said Ben W. Gilbert, top plan-

ning aide to Mayor Walter E. Washington. "We wanted to see the Willard converted back to hotel use," according to the Pennsylvania Avenue development plan.

IN THE absence of a statement from the Indians themselves, speculation fo-

cused on two possible sources of money: The settlement of land claims and oil revenues from Alaska's North Slope.

Under the Alaska Native Claims Settlement Act of 1971, the federal government has paid more than \$140 million in claims, out of a total of \$962 million ulti-

mately to be spent. The money has been distributed among 12 regional corporations in Alaska, and Mrs. Klein actively campaigned for creation of a 13th regional corporation for non-resident Alaska natives like herself.

She rejoiced late last month when Federal Judge

Oliver Gasch ordered the secretary of Interior to create a 13th corporation.

Mrs. Klein denied that oil money was behind the Willard venture.

The Indians said they were negotiating a management contract with a leading hotel chain.

Washington  
Star

1/14/75

Page B-1

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## Indians to the Rescue

The Indians apparently are coming to town as never before, which means they're coming to stay, in a very visible way. And if the transaction announced here yesterday is consummated satisfactorily, for both the buyers and sellers, one overriding result seems ordained: American Indians, in purchasing the Willard Hotel, will draw attention they've never received before in the federal city.

They've been trying to get favorable, continuing notice for a long time, ever since Sam Houston, clad in tribal garb and representing their interests, trod these blocks around the Willard in his doomed effort to prevent Andrew Jackson from dishonoring treaties with the Cherokees. Furthermore, barring any unforeseen difficulties, this proposed purchase by the National American Indian Council certainly is welcome. If the council comes up with the money—reportedly \$7 million—it is fully entitled to buy the Willard, thus saving the historic and decaying structure from demolition. This is a rescue which we and others in this city have been seeking rather desperately in recent weeks, as the wrecker's ball drew closer. Closed in 1968, the old hotel has been losing its owners \$1,000 a day, they say, and only a temporary court order has prevented their stripping away its grand facade to convert it into a bland office building.

As announced by the Indian group, plans for its restoration under this purchase seem commendable. The famous facade would be preserved, offices and exhibit areas would fill the first three floors, and a renovated hotel the top seven floors. The new Willard would serve as headquarters of the council, which claims representation of some 800,000 Indians, and also contain offices of other native American groups. A focal place for In-

dian culture is envisioned, certainly not out of keeping with the widely representative function of the Nation's Capital. And Mrs. Helen Marie Klein, executive secretary of the council, sees another worthy mission: "Ownership of the Willard means First Americans can make a contribution to the preservation of an important part of the city's and nation's history."

The Willard is that, and more: a splendid architectural ornament which this city cannot afford to lose. But above all, the hotel that lodged Lincoln (before this structure was built, to be sure) and in whose barroom Walt Whitman penned poetry after the battle of Bull Run simply cannot be dispensed with. It once was, as Carl Sandburg wrote, actually "the center of Washington and the nation." If American Indians can save it, where so many historical, civic and governmental groups have failed thus far, they and all of us can take a great deal of pride.



# Washington Star-News

3rd Year, No. 13

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WASHINGTON, D. C., MONDAY, JANUARY 13, 1975—46 PAGES

## Indian Group Buying Willard, Will Restore It

By Harriet Griffiths  
Star News Staff Writer

A national organization claiming representation of 800,000 American Indians through 1,500 tribal and regional groups announced today it is buying the Willard Hotel for \$7 million and to restore it as a hotel and office space. The transaction apparently spurs the landmark hotel's demolition.

The surprise announcement was made here at a press conference held by Helen Marie Klein, executive secretary of the National American Indian Council, a purchasing group.

The group's plans for the 10-year-old landmark hotel on Pennsylvania Avenue, which has been threatened with demolition by its New York owners, call for office space and exhibit areas on the hotel's first three floors, and renovation of the seven top floors of hotel space.

The building will serve as na-

tional headquarters for NAIC, founded in 1972 by John Folster, a Sioux living in Sacramento, Calif., the announcement said. Other native American groups will also have offices there.

Mrs. Klein, described as a native Alaskan and hereditary princess of the Tlingit Tribe, which her grandfather served as chief, said the facade of the Willard would be restored.

"Ownership of the Willard means the First Americans can make a contribution to the preservation of an important part of the city's and nation's history," Mrs. Klein said.

"THOUGHTFUL, we will be able to extend the culture of our people and others around the world to the people who live in and visit Washington."

She added that as a practical matter the acquisition would give NAIC a permanent headquarters in the city where nearly all programs affecting American In-

dians are created and administered.

Demolition of the Willard, empty and deteriorating for the last six years, appeared imminent last month after a D.C. Court of Appeals panel had given the owners a go-ahead to virtually demolish the building.

But a U.S. District Court judge subsequently issued a temporary restraining order barring the owners, Charles B. Benenson and Robert H. Apoor, from proceeding with plans to strip the facade and reduce the building to its steel skeleton to create a modern office facility.

A suit filed by Frank Rich, a Washington businessman, and Don't Tear It Down, a citizens' group, argued that the planned demolition would violate a moratorium on new construction on the north side of the avenue imposed by Congress pending action on the Pennsylvania Avenue Development Corp. plan.

See WILLARD, A-6

### WILLARD

Continued From A-1

BENENSON, attending the press conference, indicated that sale papers would be signed in a day or so.

He said he was enthusiastic about the deal because it would preserve the Willard as a Washington landmark with its facade intact, and because he liked the idea of Indian representation in Washington.

"The minute I heard of it, I said it was a marvelous solution," he said.

Benenson said the initial contact for the transaction was made by an unidentified former Interior Department official.

THE WILLARD'S fate has been held in abeyance pending further appeals to both the D.C. Court of Appeals and the District Court.

The hotel owners have complained of losses totaling \$1,000 a day in battling with the District for a demolition permit enabling them to strip the building to

The Willard was hailed at its opening in 1901 as Washington's first skyscraper.

It has been a center of Washington social and political life, and was noted for its lavish hospitality, elegant accommodations and excellent food.

Ten presidents have stayed there, and Mark Twain wrote two books there in the early 1900's.

It has been vacant since 1968.

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# Indian Group Plans to Buy Willard Hotel

By Lee A. Daniels  
Washington Post Staff Writer

The owners of Washington's historic Willard Hotel and representatives of a national American Indian organization announced yesterday that the hotel would be purchased by a group of American Indian investors for \$7 million.

The group's spokeswoman said the hotel's facade would be retained and that the building would contain three floors of office and exhibition space as well as a seven-story hotel.

Helen Marie Klein, executive secretary of the National American Indian Council and spokeswoman at the press conference, said the council is "coordinating" the hotel's purchase. She said she was not at liberty to reveal the names of investors, how the \$7 million was to be gathered, or the details of the purchasing agreement.

In response to repeated questioning by reporters, she said the \$7 million was "in hand; it is firm," and that the purchasing agreement would be signed "within 24 to 48 hours."

Charles B. Benenson, half-owner of the hotel, attended the press conference and supported Mrs. Klein's statement.

"The sale is about to be made," he said. "I am fully confident that the \$7 million will be realized. I have great confidence in the purchasing group."

Benenson would not discuss details of the purchasing agreement.

Mrs. Klein estimated that renovation of the hotel's interior would cost between \$20 million and \$25 million and that the group wanted to open the hotel on July 4, 1960, to mark the nation's bicentennial.

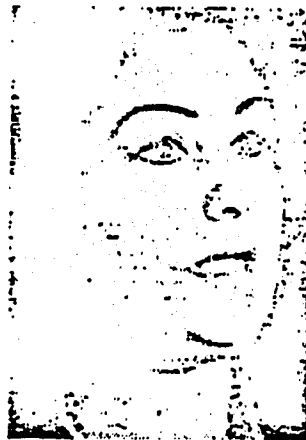
She would not say specifically how this money would be raised, only that there is a good possibility the group would seek grants from the federal government and private foundations.

She said the group hoped to begin renovations within weeks, but refused to disclose the names of the architectural firm or the contracting firm that would renovate the structure, or say who would manage the hotel once the work was completed. She noted that these matters are still in negotiation.

Mrs. Klein also said she could not reveal any other specific information about the hotel except to say that its rate would not be expensive.

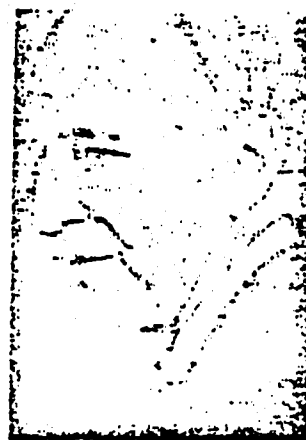
The building's first three floors will house the national headquarters of the National American Indian Council, which Mrs. Klein said is an umbrella organization formed in 1941 that represents 800,000 American Indians through 1,500 local and regional groups.

Other American Indian:  
See WILLARD, C5, Col. 1



HELEN MARIE KLEIN

... she coordinates Willard purchase; he confirms it.



CHARLES B. BENENSON

## Indians Set to Buy The Willard Hotel

WILLARD, From C1 how the money was gathered or names of the investors.

groups will have offices there, as will the International Cultural and Trade Center of Washington, an organization now at 18th and K Streets NW, which Mrs. Klein said was devoted to fostering better understanding among peoples through trade and cultural activities.

Mrs. Klein is president of that organization.

News of the apparent purchasing agreement surprised persons involved in the controversy over what would become of the hotel at 14th Street and Pennsylvania Avenue NW as well as those knowledgeable about American Indian affairs.

Several sources said they had heard rumors of the purchase for the first time late last week. One said he had heard two months ago that a group of investors had been formed to purchase the hotel.

None of the sources knew

Ben W. Gilbert, director of the city's municipal planning office, who attended the press conference along with several city officials, said NAIC officials told them confidentially 10 days ago that a purchasing agreement was in the offing.

Gilbert said he knew nothing about the agreement's details.

Mrs. Klein said she would reveal details of the agreement at a press conference next week.

Mrs. Klein said the organization's headquarters are in San Francisco. A reporter could not find an organization of that name listed in the San Francisco telephone directory.

All the organization's listed officers are American Indians, Mrs. Klein said. Members of its board of directors include LaDonna Harris, wife of former Sen. Fred R. Harris, and Louis R. Bruce, former commissioner of Indian affairs.

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UNITED STATES GOVERNMENT

E - 2:17

# Memorandum

TO : Mr. Donald Goodwin, SA/TD  
THRU : Dr. Isaiah Jackson, SA/TD/PH  
FROM : Dale D. Clark, SA/TD/PH *D.D.C.*

DATE: June 6, 1974

SUBJECT: Report on Field Trip

There is attached a report on the meeting in Sacramento, California which was called by the National American Indian Council. The attached report deals with a proposal to launch an international exhibition in connection with the Bicentennial Celebration with the tentative theme; Tribalism and Modernism.

There was another activity pursued on this field trip which had to do with the launching of technical assistance projects in tribal areas in less developed countries. The two activities are, of course, mutually supportive, but the overseas aspect will be treated in a separate memo. Briefly stated, the pilot projects launched several years ago, which tested the viability of tribal development programs have yielded successful results. The two sister non-profit corporations that were encouraged initially in AID will no doubt be reactivated, expanded and finally funded with some government funds. A meeting has been called next Monday at Commerce to discuss the funding of Intertribe/JVS. Only domestic programs will be considered at this meeting. However, AID may wish to consider utilizing the Intertribe/JVS mechanism for LDC programs along the lines suggested in the attached paper: "A proposal for one hundred Rural Development Centers in Less Developed Countries".

Attachment





## AN AMERICAN INDIAN CONTRIBUTION TO INTERNATIONAL DEVELOPMENT PROGRAMS

### The Proposed Bicentennial International Tribal Exhibition

A number of leaders of American Indian groups are considering the sponsorship of an International exhibition on the theme: "Tribalism and Modernism." The exhibition would feature tribal arts, crafts and skills. It would be launched in connection with the Bicentennial Celebration in Washington, D.C. in 1976. Various American Indian Tribes and native American groups would have opportunity for their crafts and culture to be exhibited, in the historic and ceremonial central part of the nation's capital. There would be working demonstrations in pottery and pocket calculators; ivory tusks and transistors; beads and industrial diamonds; artistic hand-crafted wood carving and the machined products of modernized, tribally owned and Indian-operated forest products industries that can turn out a beam or the back of a brush.

American Indians would play host to selected tribal and ethnic groups from less developed countries. The guest tribes, in turn, could exhibit their own skills, crafts, and products in this congenial setting. An international exhibition of this kind would involve American Indian groups in an effective and positive manner. It would give them a sense of participation in the cause of international development. Participation by American Indians would dramatize AID's objectives to reach out to impoverished people in under-developed areas of the world, many extensive areas being dominantly tribal in character. The basic principle involved is that tribal peoples can help themselves as they face up to the modernization process.

#### Conference With National American Indian Council

My recent visit to the West Coast included discussions of the above tribal program with leaders of American Indian groups. Mutual economic development assistance among native ethnic groups, overseas and domestic, was the overall theme. The specific objectives dealt with the organizing, financing, and procurement of a suitable site where such an exhibition might be held. Mechanisms such as Intertribe, Inc., were considered as possible tools. Also the appropriate roles of various other American Indian organizations were explored.

My own participation at this conference was in response to a request from the American Council. It was forwarded through Mr. Leonard Garment's office in the White House. Mr. Garment's office was asked by the National American Indians to facilitate the formation of an inter-agency ad hoc committee, and I have been asked to serve on it. (A list of committee members is attached.)

#### Recent Developments

1. \$75,000 was allocated at the Sacramento meeting as a start for a fund for procurement of a site.

2. The site preferred is the Willard Hotel property, particularly if it is developed as a historical restoration site and providing the second and third floors can become open and accessible to the public through architectural modifications, including possible installation of escalators.
3. A program proposal was written and adopted at Sacramento, and a committee was formed. Committee assignments were made, including financing. Also, an assignment was made to form a special corporate entity which could take legal title to a suitable site.
4. The feasibility of obtaining the necessary cooperation between public and private sector organizations was considered at the Sacramento meeting. In addition, there have been several informal meetings in the last few days with participants from the following organizations:

Interior Department (The Assistant Secretary)  
National American Indian Council  
Smithsonian Institution (Indian Awareness Program)  
Intertribe, Inc.  
International Cultural and Trade Center Foundation, Inc.  
(Washington, D.C.)  
American Indian National Bank  
Native American Economic Development Corporation

5. The International Cultural and Trade Center Foundation (ICTC), which includes several Indian members has been working along similar lines for a long period. They have already received response from 39 countries. The response received indicates that the basic idea of an exhibition with a tribal or ethnic theme would be supported.

#### The Relationship to AID

An international exhibition on tribal achievement and potential is valuable as a method of getting the message of modernism to some of the world's "poorest of the poor." AID's task of transferring modern technology to less developed countries can be furthered through exhibitions. Exhibitions are a historic method for making technical assistance effective a method that has been tested--tested in ancient times and in the fairs of the middle ages and right down to the U.S. Extension Service-sponsored county fairs and 4-H calf exhibits.

The exhibitions on "Tribalism and Modernism" should aim to give dignity to the traditional tribal ways; instill an awareness among tribal people of the accessibility of modernism and also an awareness of the perils inherent in transition; awaken in tribal peoples an appreciation of the role of government and the value of modern technical knowledge; open new vistas for mutual self-help by and among tribal societies; broaden international awareness of tribal achievement; jog some AID recipient countries toward more enlightened policies toward tribal minorities.

## International Development Programs

Three tribal economic development programs; all with international implications and potential for replication, were investigated on this trip. These three projects--in agriculture, crafts and lumbering--are examples of the foundation blocks upon which an exhibition, like the one proposed above, must ultimately rest. Several pilot tribal projects which received some encouragement from AID a few years ago, have already demonstrated how industries can be introduced at tribal level and benefit from technical assistance from the outside. A separate memorandum will expand on the findings and implications relating to these three projects.

### Recommendation

In view of the fact that the International Trade and Cultural Center Foundation, Inc. and several independent American Indian groups have been pursuing the idea of an international exhibition; and in view of the possibility that such an exhibition might advance AID's objectives, it is recommended that further developments relating to the proposed exhibition be followed, reported, and evaluated with regard to AID's possible role.

PROPOSAL TO ESTABLISH FARM AND AGRI-BUSINESS CENTER

AMONG HIGHLAND AND ETHNIC GROUPS

Country: Laos (Bolovens Plateau)

Coordinator: Joint Venture Services, Inc. (to be renamed Technical Assistance Service Corps-TASC)

Purpose: To encourage participation of ethnic groups and hill tribes in productive enterprises, particularly livestock.

Program Initiators: Ronnie Luse, Chairman Apache Tribe; livestock manager; host to the VIDOL (cooperative) representatives from Bolovens Plateau, Laos.

Marvin Franklin; official of Phillips Petroleum Co.; chairman Towa Tribe; former chairman, American Indian Development Bank; recently Assistant Secretary of Interior. Mr. Franklin is chairman, Intertribe, Inc.

Francis McKinley, Ute tribal member; Executive Director, National Indian Training and Research Center.

U.S.A. Backstopping: Intertribe Inc.; assisted by "sister corporation" Joint Venture Services Inc.

Host Country Sponsorship: VIDOL, a Laos federation of cooperatives, or other organizations as suggested by USAID.

Cost: \$30,000. This is a preliminary estimate of cost to initiate a program, plan for expansion and train tribal members in Laos in certain aspects of management, marketing and production. The Laos program would be a component of an Asian Hill Tribes and Ethnic Program. Specialized technicians would be available through Los Banos as follows (tentative):

James Buel, a Nebraska Indian, now a leading livestock production manager with office at Los Banos, P.I.

Dr. Bahe Billie, a Navajo tribal member trained in range management.

Mr. Arval Erikson, vice president, Oscar Meyer Co., a specialist on meat processing and marketing who has negotiated on processing plants established in Asia.

Mr. Francis McKinley, Ute tribe, Executive and Research Center, Tempe, Arizona. Also, Executive Director, Intertribe, Inc.

**Best Available Document**

## LIVESTOCK COMPLEX AND DEVELOPMENT CENTER FOR

### BOLOVENS PLATEAU, LAOS

Joint Venture Services, conceived years ago as a follow-up to International Voluntary Services, is now organizing its initial overseas pilot enterprises. They include partnerships, cooperatives, and proprietorships. Present projects cover fields of agriculture, housing, cassava flour milling, processing of livestock feeds and lumbering. Project sites have been selected in the Philippines, Indonesia, Brazil, Guatemala, and several other countries. Initial funds have been raised by small, private investor-participants and also sponsoring institutions, some of which are church related.

A "sister corporation" to JVS, is Intertribe, Inc., a non-profit corporation, chartered in the District of Columbia.

A program of "tribes helping tribes" makes sense because of a special empathy that tribal societies on different continents frequently have for each other. This affinity of ethnic groups for each other was tested when several tribal representatives and officials from the Bolovens Plateau, Laos, visited this country. Visits were arranged for members of Mao and Ka and other tribes to the Apache, Navajo, Hopi, and other American Indian tribes. Other visitors included trained cooperative workers from Laos, border police officials from Thailand and Asian officials including General Phasouk Samli. They are becoming aware of the importance of tribes in the solution of political unrest and other problems.

There were stimulating inter-tribal exchanges between Asian and American Indian tribesmen regarding mutual problems of resource development, modern institution building, education of tribesmen for today's industrial world and the role of tribal government in the national scene. Tribal members from both Asia and America expressed the wish that there could be a continuing relationship. Specific members of the Navajo, Apache, and Hopi tribes were sounded out on the idea of participation in international, inter-tribal undertakings, and the response was enthusiastic. A prominent tribal leader who visited the United States, General Phasouk Samli, of Laos, and others have suggested that programs be established among ethnic groups. They suggest that certain tasks in Asian tribal areas might be more suitably performed by astute American Indians than by their blue-eyed fellow Americans from a culture dominantly urban.

#### TRIBAL CENTERS AMONG HILL TRIBES

Mr. Francis McKinley, Executive Vice President of Intertribe, Inc., a member of the Ute tribe, is an American Indian educator competent to assist Asian tribesmen plan programs for laying the foundations for a tribal centers. Mr. McKinley has served several university directed development programs and is now organizing training programs among American Indian tribes under the auspices of several foundations and the U.S. Government.

General Lansdale suggests a procedure for launching a tribal center.

"Such an institution could start small, perhaps initially giving brief courses in handicrafts, agriculture, or other income producing activities to a handful of young tribesmen who could return home afterwards and spread the work."

Some months back a communication from USAID, Bangkok pointed to the need for instruction in handicrafts among displaced tribal people. A qualified American Indian expert in this field was approached. He is Emery Sekequaptua, a Hopi Indian tribal leader who has a masters degree in business management. He manages the Hopi handicraft cooperative. Mr. Sekequaptua has indicated his interest in an assignment among Asian ethnic groups. In the handicraft field, he could evaluate overall production, design, training program and marketing.

If dairying joint venture is desired in a tribal area, there are several possibilities. Smoot Jersey Farms, is an outstanding western dairy operation that has demonstrated that tribal people (in this case Navajo and Hopi) can become ideal dairyman when correctly trained. The Smoots cooperated in developing a dairy with Arab Development Society and Ford Foundations, in Jericho, Jordan. (Jericho was the first project for International Voluntary Services.)

Livestock production was the project which appealed to the tribal visitors from Laos to the Apaches. A tribal livestock program on the Bolovens Plateau assisted by the Apache Cattle Association was discussed. The Apache Chief, Ronnie Lupo, is well trained and is a vigorous, able administrator, and he is interested in a tribe-to-tribe "exchange" program.

There are Indian skills in a variety of fields. Charles Wheeler, a prominent international industrialist who is Chairman of Navajo Forest Products, Inc., has indicated that thirty-five Navajo are being trained for supervisory responsibilities in lumbering and mill work. He believed American industry could carry its technology and its ideas to remote areas. Rotary International, which Mr. Wheeler served as international president, has machine card records of nearly fifty experienced people in the lumber trade who could be drawn upon to serve overseas enterprises. In the field of land development and reclamation, Pete Homer, former tribal chairman for the Colorado Indian Tribes and a Bureau of Reclamation official has performed a leading role in the development of tribal lands and water resources. Dr. Bahe Billie is a Navajo tribal member who is trained in range management. He has discussed the Bolovens possibilities. He would be a prospective American technician to help get something started there. There are many Indian leaders who could exert a sound and steady influence in the delicate field of tribal administration. Mr. Thomas Dodge, a director of Intertribe has served as Chief of the Navajo and has been practicing attorney and a top level administrator in the Bureau of Indian Affairs. Congressman Ben Reifel, a member of the Sioux tribe has been friendly to the Intertribe concept and might be considered a potential emissary in some important international tribal questions.

## SMALL BUSINESS AND FREE ENTERPRISE

General Lansdale predicts:

"If these tribes ever became awakened, given some real chance to make a go of things for themselves through education and some assistance in starting their own free enterprise, they would revolutionize life in an immensely rich, too little known, strategic inland area of Asia."

Marvin Franklin, Chairman of the Board of Trustees of Intertribe, Inc., is available for shorter assignments to help organize business enterprises among tribes. In fact, that is exactly what he is engaged in doing. He is a senior official with Phillip Petroleum and former "Chief" of the Iowa tribe. He has worked in the field of modern technology and has been engaged in introducing industrial processes to American Indian tribes. He is a member of the board of directors of Navajo Forest Products Industries, Inc., which operates a profitable ten million dollar lumber and milling plant. (Mr. Franklin was elected Chairman of Intertribe, Inc., then became Chairman of the American Indian National Bank, and later was appointed Assistant Secretary of Interior.

## CULTURAL ADVANCEMENT

General Lansdale predicts that:

"Step by step, the institution could develop into a tribal center for the safekeeping of tribal lore and customs for higher education, and for promoting a meaningful entry of tribal people into first-class status."

A first step to be taken in this area of promoting literary, cultural awareness and just plain communication might best be in the establishment of small mimeo publications. Equipment must be demonstrated in this field. Marshal Tome, former editor of the Navajo Times, has suggested. He is a Navajo Indian, well trained in metropolitan journalism and also experienced in tribal journalism.

## PARENT ORGANIZATION

"...one of the first needs is a "papa" for such a private program. Joint Venture Services, from the little I know about it, sounds as though it could have just the right amount of flexibility, responsibility and know-how to be "papa".

General Lansdale sees the possibility for:

"...one of the most exciting undertakings of this particular period of history...."

EA/TD, T.C. Clark, Jr.  
THRU : EA/TD/PH, Isaiah A. Jackson, Jr., M.D.  
EA/TD/PH, Dale D. Clark

January 20, 1975

International Exhibition on "Tribalism and Modernism"

You will recall that I indicated some weeks ago that I had received a phone call from the National Trust on Historic Preservation, and also one of the hotel chains that would be interested in renovating and preserving the Willard Hotel as an Historic monument, as well as an exhibition center, hotel, and office building.

My involvement in this project came about in connection with a proposed international exhibit to coincide with the Bicentennial. This would occupy perhaps, the second and third floors.

Mr. Peter Smith, of the National Trust has indicated the interest of his organization, and he has disclosed a source of funds amounting to some \$4, 000,000 that might be available.

I have been called several times by Marriott Corporation, who are ready to discuss their participation in management and architectural matters. Marriott has informed me that they have a development and architectural staff of 400 people at their River Road headquarters. They emphasize the importance of consultation at the outset in order to harmonize the various uses intended for the building, and at the same time preserve the historical authenticity.

I propose to turn this information over to Mr. Samuel Belk, OIT. Mr. Belk is the AID officer for the Bicentennial preparations.

Drafted:DDC:nr:1/20/75



## APPENDIX F

### INTERNATIONAL VOLUNTARY SERVICES: PEACE CORPS PROTOTYPE

Although many strands were woven into its fabric, the Peace Corps, according to Senator Hubert Humphrey and the then Congressman Henry Reuss, its legislative sponsors found its immediate pattern in the program of IVS.

The first International Development Conference in 1952 gave impetus to the organizing of this Peace Corps prototype. In 1952 the IVS organizers, who were drawn from a number of private groups, were searching for a better mechanism for volunteer service overseas. Characterized sometimes as a "Youth Corps," the idea was running into the usual problems faced by innovators. Many regarded the IVS program as improbable and the idea as "far out."

There was a three point rebuttal, often repeated:

- (1) Youth won't volunteer
- (2) If they did volunteer they would lack the skill and expertise to make a real contribution.
- (3) If they were able to make a contribution it would not be accepted in societies which traditionally venerate the wisdom of age.

The organizers of IVS knew better. They knew from their own experience that there was no difficulty in placing volunteers overseas in voluntary service projects using private funds. But how do you transform a few pilot projects into a national program? How do you "sell" the bureaucracy

Informal discussions at the first IDC dealt with this challenge. In response, there was formed, at this IDC, a strategy committee to run interference for the basic IVS organizing committee that was carrying the ball. This strategy committee proved to be only one of several committees, boards, and groups working together according to a carefully orchestrated plan

This strategy committee (which included some organizers of the first IDC), succeeded in involving the leading sponsors of the IDC and working with them on a continuing basis. These sponsors - Nelson Rockefeller, Eric Johnston, and John Hannah were also prime movers of President Truman's Point-

Four Board, the International Development Advisory Board (IDAB). It was this Board, the IDAB, which followed up with the strategy committee. We see here a hierarchy of citizens committees in a system of group participation in government which had direct access to the White House. Here was a democratic apparatus functioning to put clout in the hands of the little man with a big idea. Thus, IDC/IDAB became mid-wife to IVS, prototype to the Peace Corps.

In line with the recommendations of this strategy committee, Dr. John Hannah was appointed by the IDAB to be Chairman of a Committee, within IDAB, to evaluate the emerging "Youth Corps" idea being pushed by IVS organizers. Constituted in an IDAB meeting held in San Francisco this committee undertook to judge the practicability to report its finding to the IDAB.

The Hannah Committee of IDAB issued a report titled, "Testing the People-to-People Approach. This report marked the public debut of IVS, and it contains the essential blueprint of Peace Corps. This report (attached) was the only comprehensive statement available to Senator Humphrey's researchers when they spent four days at the small IVS office in preparation for the Peace Corps legislation. (Mainly, these researchers saw action papers. IVS Executive Director, John Noffsinger, was not much bothered with what Governor Gilligan has recently termed "strangulation in paper work.")

IVS had rough sledding in the beginning. In about 1956 the breaks began to come. Groups of Senators and Congressmen began visiting Vietnam. They were concerned about what was being done to reach the people-level, particularly the Montagnards. Escorted to some of the IVS projects, they wrote favorable reports asking for more of this type of program. Next, wide circulation was given to a commentary of Edward P. Morgan in which he predicted this field called International Voluntary Services may eventually bring the bureaucrats around."

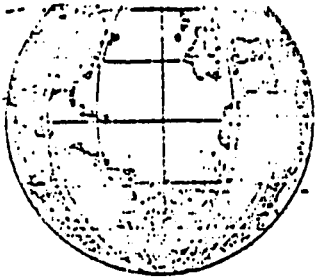
Then came Hubert Humphrey. IVS was his kind of program, and he gave stature and dignity to the struggling, pioneering efforts of IVS.

There was a vague impression, quite widely shared, that Hubert Humphrey had something to do with starting the Peace Corps. Few realized that he had actually introduced the Peace Corps Bill on June 15, 1960.

The attached copy of Senator Humphrey's speech introducing the Peace Corps clarifies not only his own role but also the role of IVS. It will be observed that he referred in this speech to some of the examples cited in the report of the IDAB Committee headed by Dr. Hannah which had the purpose, indicated in its title, Testing the People-to-People approach. Senator Humphrey stated in his Senate speech:

"Before concluding, Mr. President, I wish briefly to allude to the International Voluntary Services, the organization which has the experience most directly relevant to the proposed Peace Corps."

In the later era of the Kennedy Peace corps, the Happy Warrior was not active in claiming any credit for himself. Even as vice-president he showed himself to be self-effacing and loyal to the party and the man on the top rung of the ladder while always gracious and appreciative and ready to give credit to those on the rungs below who had worked for eight years to test the idea. Hardly anyone else ever heard them.



# International Development Advisory Board G

FOREIGN OPERATIONS ADMINISTRATION

WASHINGTON 25, D. C.

## TESTING THE PEOPLE-TO-PEOPLE APPROACH

### THE EXPERIMENT

A number of American volunteers are making their home for the next two years in the mud villages of the Nile and the Euphrates, in the Kurdish highlands bordering Russia, and in the Jordan valley near Jericho. Village development projects, administered by International Voluntary Services, Inc., are attempting to test a number of principles which have been given emphasis by the International Development Advisory Board and by Governor Stassen, namely: a people-to-people rather than a government-to-government approach; technical assistance through private agencies acting independently or under contract with the Foreign Operations Administration; greater activity at village level rather than at the capital city; use of young Americans who adapt readily to conditions of hardship and who may establish careers in international fields; and the employment of the volunteer spirit and altruistic aims of private organizations in a way to supplement the programs of government.

### THE PROJECTS

An IVS team recently began operations in Iraq. It is headed by Dr. Eldon Burke, a veteran administrator of inter-agency, voluntary post-war relief programs in Europe. The team includes specialist-workers in fields of health, agriculture, housing, home economics and sanitation. It operates in accordance with terms of a contract with the Foreign Operations Administration. The main group has located in Shaqlawa in the mountain area occupied by the Kurds. The American workers serve a district which includes 185 villages in an area joining Turkey, Iran, Iraq and Syria. This area is politically very sensitive, and it is important that a correct understanding of American motives and methods be imparted.

Two of the Iraq team members, Mr. and Mrs. Ted Kimmel, who were married a few days before their departure, are making their home at Hila near the site of ancient Babylon where they will serve in the manner of "county agent" and "home demonstration worker" in an area which once supported a great population and civilization.

Working in a group of villages about 25 miles from Assiut, Egypt is an IVS-recruited team of young agriculturists, their expenses financed by a Columbus, Ohio Chapter of World Neighbors, Inc.

An IVS project in Jericho, Jordan is supported entirely by private contribution. Assistance to the Arab people in establishing a commercial poultry industry in the Near East is the initial goal. Two young Americans were assigned to work with Musa Bey Alami and train refugee orphans in poultry management at Mr. Alami's "Boys Town" which is located between Jericho and the Dead Sea. The work is being extended to other fields.

### THE RESPONSE

The effectiveness of the direct "people-to-people" approach is most heartening. The poultry project was launched on a Friday afternoon, and by Monday men, money and materials were assured. A call for donations of 5,000 baby chicks and a number of turkey eggs for hatching was oversubscribed in a few hours by poultry producers in Broadway, Virginia. Some unable to "get in" asked to donate cash instead. The Arabian American Oil Company promptly acted to contribute transportation costs for freight and personnel. 24-year old Jim Baile - product of American community L-H clubs, boy scout troops and an agricultural college - who also successfully operated a 400-acre Missouri farm for years, was assigned to Jericho for a period of "up to two years" within three minutes of a long distance telephone call.

Musa Alami made a trip to visit the poultry producers of Broadway, Virginia who, with a generosity typically American, had so promptly come forward to help destitute war refugees among whom he lives and works. Musa sat in "cracker barrel" discussions covering religion, world events and small talk. He discerned in Broadway, Virginia no dark plots or imperialistic designs. It was to him an unforgettable experience to know "such wonderful people." He had glimpsed the real America in which he and so many foreign people want to believe, and he carries this conviction unshakeably in the Near East.

This Arab leader has written a heartwarming evaluation (see letter attached) in which he claims that a "new concept" of America is spreading throughout Jordan and Lebanon, and that a fresh approach is being made which is improving Arab-American relations. His observations will be provocative for all who are interested in discovering how the American efforts should be expended in overseas enterprises.

### IVS BACKGROUND

International Voluntary Services, Inc., grew out of a desire on the part of private persons and organizations to support the technical assistance program, an effort in which they sincerely believed. Also, it met a need in our foreign technical assistance operations -- the need for a technique to align the government effort more closely and systematically with the energy, experience and altruistic motivations of private voluntary agencies.

The International Development Advisory Board's interest in voluntary agency relationships grew out of the legislative mandate that "participation

of private agencies and persons shall be sought to the greatest extent practicable." Mr. Johnston had publicly proposed a program of direct "community-to-community" action in village improvement projects, and the IDAB staff was directed to explore ways and means to implement this approach. The TCA Administrator also gave his sanction for the staff to work out a basic pattern in cooperation with representatives of voluntary agencies. Conferences with voluntary agencies followed. A paper was presented to the IDAB which set forth a basic philosophy, a procedure, a charter for a corporation and outlines of several projects already in operation or being initiated.

The pattern is basically this: Several private organizations, some of them church connected, which possess spirit for foreign technical assistance work have united to support a non-profit, non-denominational corporation under direction of a board of experienced and public-spirited Americans. Volunteer workers are recruited, trained and assigned to foreign village projects. Volunteers receive a nominal payment of \$60 per month plus costs for tools, transportation and living expenses.

#### IVS BOARD MEMBERSHIP

The President of IVS is Mr. William Hallam Tuck, former Director General, International Refugee Organization. He is U. S. delegate to Intergovernmental Committee for European Migration, an associate of former President Herbert Hoover in the present study on organization of the federal government, and is vice president of Allied Chemical Corporation.

The Board consists of the following members:

- Dr. Roy A. Burkhardt - President, World Neighbors, Inc., and Minister of the Community Church, Columbus, Ohio
  - Dr. E. B. Evans - President, Prairie View Agric. & Mech. College, Prairie View, Texas
  - Dr. Franklin Stuart Harris - President Emeritus, Utah State Agricultural College, and former agricultural adviser to Iran.
  - Dr. John H. Reisner - Executive Secy., Agricultural Missions, Inc., an organization with world-wide experience in community development.
  - Dr. Carl C. Taylor - U. S. Department of Agriculture. A recognized authority on community development problems.
  - Richard A. Norris, Treasurer - President, Lincoln National Bank
  - W. Harold Row, Chairman, Executive Committee - Secy., Brethern Services Committee
  - William T. Snyder, Secy. - Assistant Executive Secy., Mennonite Central Committee
- Dr. J. S. Noffsinger, Executive Director  
 Dr. Dale D. Clark, FCA-IDAB, Consultant

"NEW LOOK" AT AMERICA

The American's faith in his own institutions prompts him to believe that peoples of the world could be won to his side if they could know the "real America." Many natives have seen our tourists, diplomats and soldiers, but the picture of Americans working productively in a community setting is virtually unknown.

When Professor Cecil Hourani, member of the Board of Arab Development Society visited the Executive Office of IDAB last winter, he spoke of the opposition Musa Alami was encountering to his plan to invite Americans to come to Jericho. The anti-American feeling was so strong that some did not want to assume responsibility for the personal safety of Americans in the area.

Perhaps the Jericho experiment is showing a way to moderate antagonisms. Jim Baile and Harold Neuman write from Jericho, where they work, eat and play in company with Arab companions: "We have 'found' ourselves with the families here at the Arab Development Society (Jericho) and are enjoying the fellowship and responsibilities that go with any family."

"We have a most interesting time in the evenings when the boys come to our home to see us," they state in a later report. "A group is gathered around nearly every evening, looking at old magazines, or pictures we have or asking questions. The boys [all orphans] are fondest of pictures we have of our families and ask endless questions about our homes. We can tell by their reactions that giving them our attention and asking them for help in learning Arabic words has raised their confidence and self-dignity a great deal."

Musa Alami has stated that he wants more American boys because he hopes his Arab boys may "catch their spirit" -- that is, be "self-starters." He writes in a moving way of how this will improve Arab-American relations.

The impressions that a U. S. sponsored project makes - whether good or bad - travels fast through bazaars and coffee shops and out over the desert. In three short months of the IVS Jericho project, Musa Alami could write: "Just as the 'American chicks' became famous all over Jordan, and even Lebanon, so did the 'American boys'."

"WORLD NEIGHBORS" ON THE NILE

The village improvement activity near Assiut, Egypt centers on a demonstration farm where improved methods are shown villagers and where young Egyptians are trained. These activities include agricultural demonstrations to villagers, farm training for Egyptian youth, flock and livestock

improvement programs, crop and irrigation experiments; and they have provided a link between the villages and a distant hospital staff for the promotion of improved sanitation and standards of cleanliness.

Veterans in the field of community development emphasize the value of medical care or simple first aid in gaining confidence of native villagers. In the case of the Egypt team it was a medical emergency that provided the opportunity for them to establish rapport. A badly burned baby was rushed to the hospital in a jeep by the young American volunteers. Other emergencies were presented. Then, came an invitation to a village wedding. Confidence grew, and, as they served the community, the boys became ever more indispensable and their opportunity for effective work increased.

Otis Rowe writes: "We are trying to make our First Aid help not just a hand-out, but to educate the people who come to a few principles of health and cleanliness. It is surprising how many of the farmers are appearing with cleaner, smiling faces."

#### "MY DAY" ON A COMMUNITY DEVELOPMENT PROJECT

Kenneth Imhoff, a member of the World Neighbors - IVS team, describes their activities a few months after arrival. "After another month we hope to have everything running in full swing from the livestock angle. The orchard is cleaned of all brush and bad trees and newly planted trees are doing well. The crop and irrigation experiment has been quite successful to this point and the possibilities for valuable results looks good. We are continuing to hatch chicks which eventually find their way into the hands of the small farmers and attempt to keep the follow-up program going to derive statistics and give advice. We've been contacting leaders of more surrounding villages in preparation for next year's Jersey bull program. ... We've learned enough of the Arabic language to be able to talk with these people to a limited extent."

Imhoff's last report came from a hospital in Assiut where he is recovering from illness. His main concern was that the villagers who travel 25 miles to visit him cannot afford the gifts they bring. They demonstrate their neighborliness and appreciation with gifts like "flowers, fruit, fragrant greens, melons, grapes, dates, lemons by the dozen, apples, and fried pigeons stuffed with cocked young wheat which is a most tasty dish." Many of the villagers have never before been to the city, Assiut.

#### SOME NEXT STEPS

"If the Jericho poultry experiment succeeds," said a leading American authority and long-time resident in the Near East, "I can name 15 villages where poultry development could be started at once. They are villages crowded with refugees which are economically dead but could be



brought to life through income from poultry production. The conditions are right; there is feed, favorable climate, markets and idle people who could be employed."

Eggs and poultry valued at about \$4,000,000 annually are imported from as far away as New Zealand into the oil production centers of the Near East by a few oil companies. This rich market could be the basis for village improvement programs -- better educational facilities, better health and sanitation, improved housing, and more productive farms. Volunteer workers of the IVS type could cooperate with Arab producers in establishing modern commercial production and could give assistance in developing community institutions. Such a proposal, prepared by the IDAB staff, was submitted to FOA officials, oil company executives and prominent persons of the Near East.

Musa Alami greeted the proposal for cooperative action to expand poultry production with enthusiasm, and oil company officials have cooperated

"The poultry farm is progressing favorably," Musa Alami wrote to Dr. Dale Clark recently. "Our markets in Saudi Arabia are expanding, and we have every reason to believe that our farm may have 10,000 egg-laying hens and from 50 to 60 thousand broilers a year." He raises the question of what further cooperative steps may be taken, and by whom.

A new organization - formation of a poultry cooperative - could help spread benefits of poultry income to small farmers in many villages. In addition to marketing organization and technical assistance on poultry production there would need to be rural credit facilities.

Rural credit is a specialized field involving special management techniques. A "sister corporation" to IVS, which could specialize in the technical, financial, organizational, and managerial functions in connection with developing commercial poultry, has been proposed. This would be a Jordanian corporation with possibly American participation.

It might be assisted by volunteer poultry and community service workers, but would require expert guidance and need to be solidly based on local support and leadership of the kind that Musa Bey Alami provides. This approach was discussed with Musa Alami when he was in Washington this spring.

Plans for expansion are now being made. IVS is sending incubators to Musa Alami which will be a basis of supplying the area with high quality breeds which are badly needed. A supervised loan program whereby Arab families would be assisted financially and would be given technical guidance while "learning the business" is under consideration. The plan is based on an income of \$100 annually to each Arab family as recommended by UN studies. It would supply all needs of the market in the Saudi Arabia

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oil fields and would be the basis for development projects in scores of native villages in the Near East. "People-to-people" partnerships in village development could be greatly multiplied and progress made in international understanding.

### CONCLUSION

Those who work in the field of voluntary agency participation generally conclude that the tremendous opportunities for "people-to-people" participation have scarcely been touched.

The experimental projects described above are negligible when compared to the charitable, educational and developmental work performed abroad for over a century by voluntary agencies, mission groups and foundations. However, they bring into focus an approach that emphasizes service motivations, is non-denominational, voluntary, and lays stress on assignment of competent, representative young Americans to foreign village development work, where hardship is to be expected and adaptability is demanded. It has been demonstrated that Americans respond to such a challenge. They are well received and can work effectively with the peasants of foreign lands. Every effort should be made to facilitate such laudable enterprises.

There are, however, jurisdictional, psychological, and institutional inhibitions which hamper effective cooperative action between privately sponsored programs and government programs. Continued emphasis and vigilance from very high levels will be essential if the government and private agencies are to be partners and not competitors, or even antagonists.

Attachment

IDAB STAFF  
(Revised - July 7, 1954)

(Copy of handwritten letter from Musa Rey Alami of Jericho, Jordan to the Executive Director of International Voluntary Services. Mr. Alami is President of the Arab Development Society. He has reclaimed waste land near the Dead Sea, erected a community for Arab orphan refugees and operates a training program to develop agriculturists and craftsmen for the future.)

Jericho

June 8, 1954

Dear Dr. Noffsinger:

Thank you for your letter of May 20th from Bagdad. It was a real pleasure seeing you in Jericho.

With regard to the points raised in your letter, I think that our friendship is by now firmly established and that you will not misunderstand me if I write you in all frankness. As I previously told you, the position with regard to having American boys come out to live and work with us for a while is as follows:

I regret to say that, from their experience the last few years the people of this area view with certain misgivings the continued influx of technicians belonging to various official organizations. Without going into the detailed reasons for this unfortunate state of affairs, I am sorry to say that the U. S. Government and the American people in general have lost rather than gained in their prestige and their standing as a result of this. With such a frame of mind it was difficult for me last year, before my trip to the U. S., to get my Society to agree to have American boys come out to work with us. They said that in view of what had been experienced in the past there was no ground for making any exception. It was with difficulty that I got them to resolve by a majority vote to try having these boys, one for poultry, one for dairy and one for mechanical work, for a period of six months.

At the end of March of this year, Baile and Neumann came out with me and the chicks. They lived with us on the Project; mixed freely with the boys and with the families that live here; were asked to private homes; were seen working with their hands on the poultry farm. In brief, they were hardworking, polite and considerate. These three qualities were the novelty that they introduced to the country. -- Just as much as the "American chicks" became famous all over Jordan, and even in Lebanon, so did the "American boys." People would come from all quarters to see the chicks and to see

Dr. Noffsinger - page 2 - 6/8/54

the boys. They had not yet seen technicians work with their hands. In other places such people would be in offices writing to and reading each others notes. But these boys were different -- Even the reluctant members of my Society were won over. They said there must be something quite different about these people and about the American farmer in general to what we have been used to of late.

In short our experiment of having some American boys working with us has been a complete success; and I can say with confidence that their presence has contributed to improve Arab-American relations.

Now the question has arisen to extend their stay for a period of two years. At the meeting of the I. V. S. board in March, which I had the pleasure to attend, I said that although I would personally welcome the idea, the matter should better be left open until we see how things work out during the first period of six months.

I am now able to give my views on this matter. On political grounds there is now no objection to the idea. I am anxious to have American boys live and work with us - not because of their expert knowledge; we are able to recruit such personnel here; but I would like to have them because I think it eminently desirable that Arabs and Americans should work together on the land and get to know each other better. I would also like the American way of doing things to be taught to the youth whom we are training.

With all good wishes and kindest regards.

Yours very sincerely,

MUSA ALAMI



United States  
of America

APPENDIX H

# Congressional Record

PROCEEDINGS AND DEBATES OF THE 86<sup>th</sup> CONGRESS, SECOND SESSION

Vol. 106

WASHINGTON, WEDNESDAY, JUNE 15, 1960

No. 109

## ESTABLISHMENT OF PEACE CORPS

Mr. HUMPHREY. Mr. President, I introduce, for appropriate reference, a bill to establish a Peace Corps of American young men to assist the peoples of the underdeveloped areas of the world to learn the basic skills necessary to combat poverty, disease, illiteracy, and hunger.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 3675) to establish a Peace Corps of young men to assist the peoples of underdeveloped areas of the world to learn the basic skills necessary to combat poverty, disease, illiteracy, and hunger, introduced by Mr. HUMPHREY, was received, read twice by its title, and referred to the Committee on Foreign Relations.

Mr. HUMPHREY. Mr. President, I realize that the introduction of this bill is very late in the session. I wanted the bill to be printed and appropriately referred so that it could be the subject of discussion and the subject of intensive study during the coming months, prior to the convening of the first session of the 87th Congress. It is my hope I may be here to further the objectives of the bill.

The purpose of this bill is to develop a genuine people-to-people program in which talented and dedicated young American men will teach basic agricultural and industrial techniques, literacy, the English language, and other school subjects, and sanitation and health procedures in Asia, Africa, and Latin America.

A respected American diplomat said recently before the Senate Subcommittee on National Policy Machinery that the Soviet Union does not understand words at diplomatic conferences quite so easily as it understands situations. In other words, the specific situation of the United States enjoying good relations with non-Communist countries and helping them along to economic self-sufficiency is much more persuasive to the Soviet Union than the most articulate statement prepared for a foreign ministers' or summit conference.

One of the most explosive situations today is that the rich nations are getting richer and the poor nations are getting poorer. Communism is nurtured not so much by poverty as it is by frustration. The peoples of the underdeveloped countries have seen our magazines and our movies, and they say, "Why cannot we live like that?" They see the gap grow-

ing greater rather than less, and they desperately desire to break through the sound barrier of modernization. In this type of a situation, communism can often look attractive. It is for this reason that we must offer them a suitable alternative.

And yet, Mr. President, I wish to make it very clear that the bill I am introducing is not meant primarily as an anti-Communist measure. If Marx and Engels had never lived, there still would be just as much need for action to develop the potential of the underdeveloped nations. We in the West must not only think about negative policies to stop communism—but also about creative efforts which reflect our own elevating visions of the kind of world in which we would like to see mankind live.

We are living in the most revolutionary epoch in the history of mankind. Events which used to take centuries to develop are now taking place in a few years. The imagination and boldness of our plans must be consonant with the greatly accelerated pace of our age. It is with this in mind that I have introduced this bill.

Before discussing the bill's provisions, let me say that a Peace Corps is something that I have discussed publicly for 2 years. Whenever I have mentioned the proposal, it has received an overwhelmingly favorable response. I have received a steady flow of letters on this subject, and I have yet to receive one letter in opposition to this proposal.

Several months ago, Representative HENRY RYAN, of Wisconsin, and the late Senator Richard Neuberger introduced a bill, which has subsequently been passed as an amendment to the Mutual Security Act, which calls for a study looking toward such a Peace Corps. I applaud their vision and statesmanship in introducing such a bill. I am in complete accord with its principles. My bill differs in that, instead of asking for a study of the Peace Corps, it asks for the Peace Corps itself. There is sufficient evidence now in hand to justify moving directly to the formation of such a corps now, rather than waiting for a study to be made.

As to the provisions of the bill, the Peace Corps will be a separate agency, but will work in the closest cooperation with the Department of State, the U.S. Information Agency, and especially the International Cooperation Administration. Discretionary provisions are included so that the President could place the agency within an existing department or agency for administrative purposes. This would allow the President

flexibility in the administration of our overall foreign aid program. However it is administered, I wish to emphasize the fact that the whole orientation of the corps and Director must be toward the people-to-people approach. The basic people-to-people orientation is sometimes missing in the way our foreign aid program is carried out.

A maximum of 500 would be enlisted into the corps the first year. Thereafter, the corps would be gradually increased so that there would be no more than 5,000 the fourth year.

It is desirable to begin with the smaller number of 500 so that the inevitable kinks can be worked out the first year. If, after 4 years, the Congress deemed that the corps could usefully be expanded, then the Congress could amend the act.

The term of enlistment would be 3 years. The first year would consist of an intensive area and language-study program. Members of the corps will learn from Government officials, foreign lecturers, and members of the academic community about the economic, social, cultural, and political factors of the particular areas where they will be stationed. Further, they will receive a thorough grounding in American public policy and contemporary thought. If our young people are to be good representatives of the United States, they must have a sound knowledge of American policy and the principles which underlie that policy. Finally, the members will undergo an intensive language training in the particular tongue of the area in which they are to serve. It is of the utmost importance that our people be able to communicate, if this is to be a people-to-people program in the best sense of the word. Approximately the first 6 months of the orientation course will be in the United States. The second 6 months will be in the areas where the particular members will serve. During the second 6 months, the Youth Corps member will concentrate more on language study and practical field training.

The administrator of the corps should endeavor to gain the cooperation of institutions of higher learning in granting academic credit for participation in the orientation course.

The year's orientation is a most essential part of the whole program. It would be better not to have the program at all than to send out people who are ill-prepared and unfamiliar with the job which lies ahead. The necessity for a 3-year enlistment should also be clear.

As the orientation takes a year, they should spend at least 2 years in the field. Entrants into the corps would be chosen with great selectivity.

Every bit of evidence at hand suggests that there will be many applicants for every one opening. The International Voluntary Services, a private organization with somewhat the same type program—out on a more limited basis—can only take 1 out of 10 applicants.

Aspirants selected must not be less than 21½ years of age at the time of induction. They must be highly qualified in a particular skill and must demonstrate enthusiasm and dedication to the objectives of the Peace Corps program. They should be willing to serve in relatively primitive areas. They must be essentially adaptable persons, be physically fit, and emotionally and intellectually mature.

For every team of Peace Corps members, there would be an older and more experienced group leader.

One of the critical projects the members would undertake would be to teach literacy. Surely, there is no greater need in the world today than that of teaching people to read. Over two-thirds of the people of Asia, Africa, and Latin America are illiterate. There is no nation on the face of the earth which can compete in today's world without a literate population. One cannot read the simplest instructions on a seed packet or directions on how to run an uncomplicated machine without being literate. The half of the world today which is in poverty and hunger and disease also happens to be the illiterate half.

Further, democracy itself rests upon the premise that there is a literate, well-informed electorate.

There is a terrific hunger all around the world to learn how to read and write. Thus, many of the Peace Corps members could teach literacy. Nine-tenths of the world's languages are easier to teach than English, and it is an established fact that one need not even know a particular language in order to teach people how to read it.

Another great need is for English-speaking teachers. School systems in, for example, former British colonies in Africa need qualified American college graduates to teach until such a time as those countries educate enough of their own people to be teachers. Especially, there is a burning need for teachers to instruct in the English language. For example, the former French colony of Guinea is the one country in Africa in which the Soviet Union has made substantial incursions. The only ace we have in the deck is that the Guinean Government wants to make English the country's second language, and they desperately want English teachers. As of this moment, the American Government has been able to supply exactly one English teacher for the whole country. The country of Liberia has asked us for 60 English teachers.

Besides the necessity of supplying teachers and literacy instructors, there is also, of course, the compelling need for training in basic agricultural and industrial techniques. This is so manifestly obvious that I do not think the point needs to be stated. I should only

point out that our helping the people to help themselves can have dramatic effects on their increase in industrial productivity and agricultural yield.

There are other programs on which the Peace Corps could embark, including community development, youth organizations, social welfare, vocational education, and sanitation and health programs. Members of the corps who had obtained degrees in public health or who had graduated from medical schools could suggest ways in which even simple improvements might drastically reduce the disease rate of particular areas.

A 3-year term of service in the Peace Corps would be considered as fulfilling peacetime military obligations except for Reserve requirements. And, of course, corps members would be liable to the draft in times of war or national emergency. A comparatively small percentage of the men of selective service age are now being inducted into the armed services, and since, at the most, 1,650 a year would be inducted into the corps, this would be no great drain on the available manpower reserve of the military.

Anyone seeking to avoid peacetime military service would be further discouraged from joining the corps, because: First, the term of service is 3, instead of the normal 2 years for the Army; secondly, there are no veterans' benefits involved; thirdly, members will often live in primitive areas and have more arduous tasks than they normally would in peacetime service; four, if the members are discharged from the Peace Corps for disciplinary reasons, they are then liable to the provisions of selective service; and, fifth, salaries would be roughly equivalent to those paid the enlisted rank.

Members of the Peace Corps would only serve in a particular country on the invitation of a foreign government. A bilateral commission consisting of persons from the United States and the host government would be established so that the participating nation could advise the United States of the major needs of the country. In this way, the other country would be participating in this program as a partner, not as a charity case.

Before concluding, Mr. President, I wish briefly to allude to the International Voluntary Services, the organization which has the experience most directly relevant to the proposed Peace Corps. IVS is a private nonprofit organization, and it takes contracts from ICA and foundations. IVS employs young men 22 years or older to work in agricultural and other projects in the newly developing areas. These idealistic, talented young men are oriented toward the people-to-people approach, and according to every account, they have enjoyed extraordinary success. Two examples will suffice:

A team of eight IVS agricultural specialists set up an experimental station in Laos. In a country where the per capita annual income is less than \$100 a year, they developed a fiber which would bring in \$1,500 per acre. The Lao Government was so impressed that it has requested 11 more teams just like that one, one for each province.

Two IVS young men operated a 33-acre experimental farm in Egypt. When

the Suez Canal closed in 1956, our Government evacuated them. One of the first requests that the Egyptian Government made of ours after the crisis had subsided was, "Get those 2 men back there, and give us 10 more just like them. Their fame has spread up and down the Nile."

The IVS men, being young and without families, spend most of their spare time with the local populace. In most cases, they have been invited to participate in community cultural affairs. In their off hours, they have been besieged by people to teach them the English language. In short, they have been goodwill ambassadors of the best sort.

IVS has been able to operate at a cost of \$6,000 per man, including overhead, as compared to a cost of \$25,000 per man in ICA. This is partly because of the lower salaries. Thus, there is every assurance that the Peace Corps program would get a maximum mileage from a minimum amount of cost.

I conclude with these thoughts, Mr. President. There is a great body of idealistic and talented young men in this country who are longing to have their energies harnessed. The Peace Corps would tap those vital resources. There is nothing which will build greater people-to-people and government-to-government relationships than to have fine young American men helping the people of the emerging countries to help themselves. They will not only act as instructors but also will show that they are not afraid to dirty their hands in their common endeavor.

There is also the fact that the graduates from the Peace Corps will form a large pool of experienced young men, trained in some of the more remote languages and knowledge of the emerging areas, from which our Foreign Service, ICA, and USA can draw.

Mr. President, in this turbulent decade of the 1960's we need imaginative and constructive plans for action which are consonant with the greatness and humanitarian ideals of this Nation. It is for this reason that I have proposed the Peace Corps.

Mr. President, I ask unanimous consent to have printed at this point in my remarks a commentary by the noted radio commentator of the American Broadcasting Co., Mr. Edward P. Morgan, in his analysis of the proposal made by Representative RUSSELL and my own proposal to establish the Peace Corps.

There being no objection, the article was ordered to be printed in the Record, as follows:

In a Senate speech last week, Chairman WILLIAM FULLBRIGHT of the Foreign Relations Committee described the administration's mutual security program, on which final action is pending in Congress, as a "plate of warmed-over grits." Defending the principle of foreign aid as being as necessary to the country as a life insurance policy to a family, FULLBRIGHT scolded the administration for lack of initiative and long-range planning which he held essential to the program's successful continuity. Still, he conceded, there is nourishment in warmed-over grits and reluctantly he endorsed the legislation as better than nothing.

In this package, however, there is at least one germ of a promising idea. It is to give eligible young Americans a chance to work

alternative to the military draft. The Senate bill includes a \$10,000 item to study the feasibility of recruiting 10,000 youths for a 2-year hitch on technical assistance jobs. This approach was cosponsored by Congressman Henry Russ, of Wisconsin, and the late Senator Richard Neuberger, of Oregon, both Democrats. Minnesota's Senator Hubert Humphrey argues a study is unnecessary, says we already know what the problems are, and he is preparing a bill for direct action—a 3-year tour (a year longer than the draft but at basic Army pay without veterans' benefits) beginning with 500 the first year and building eventually to 10,000.

The response on various campuses which have caught wind of it has been enthusiastic but the unofficial State Department and International Cooperation Administration reaction so far is something as follows: "It's a nice idea but, gee, we already have all these other problems."

Interestingly enough, the exciting experiences of a small private outfit in this field called International Voluntary Services, may eventually bring the bureaucrats around. IVS, run largely by ex-missionaries on a non-sectarian basis, has contracted with foundations and ICA to man such projects as agricultural experiment stations in Laos and Egypt. Already both Governments have requested more of these young unglamorous Americans. The two trying new crops along the Nile are beseeched by Egyptians to teach them English in their spare time. Apparently this person-to-person contact on the grassroots level is one of the secrets of success for IVS, whose candidates are carefully selected not only for their skills but for a kind of pioneering spirit; only 1 in 10 qualifies.

In an article in the current issue of Commonweal magazine on his plan for a "Point 4 Youth Corps," Congressman Russ writes that "too often we seem to emphasize military alliance with corrupt or reactionary leaders; furnishing military hardware which is frequently turned on the people of the country we are presumably helping." (Shades of Turkey and Korea.) Russ speaks of "grandiose and massive projects" and hordes of American officials living aloof in enclaves in the country's capital. And he asks: "Would we not be farther along if we relied more heavily on a group of some thousands of young Americans willing to help with an irrigation project, digging a village well, or setting up a rural school?"

One of the things which steamed up Senator Humphrey's enthusiasm originally was this kind of modern pioneering concept. Applicants would have to have three main assets: real skill, real enthusiasm, and a certain political and social maturity with a minimum age of 22. The recruits would take a 1-year training course, half in the United States, half in the country where they were assigned. Their jobs? Teaching literacy, teaching English, basic agricultural and industrial skills, sanitation and health techniques and many other functions.

Carefully plotted, this approach to foreign aid could do a great deal to transform the program from a plate of warmed-over grits to a large and flourishing helping of frontiersmanship in a rich American tradition.

Mr. PROXMIRE. Mr. President, will the Senator yield?

Mr. HUMPHREY. I yield.

Mr. PROXMIRE. This is an excellent proposal. It is constructive. I should like to ask the Senator from Minnesota some questions in regard to the proposal. I think it raises some interesting questions.

As I understand the proposal, it would provide an alternative for a few very carefully selected young men, who would be otherwise subject to the draft, who would be enabled to serve for a period of time instead in the Foreign Service of the United States. Is that correct?

Mr. HUMPHREY. Only for peacetime service. It would not exclude anyone from military service in case of national emergency or in case of hostilities, nor would it exclude anyone from Reserve requirements.

Mr. PROXMIRE. Would the Senator from Minnesota mind repeating what are the provisions which would prevent this proposal from becoming an opportunity for young people to dodge the draft, to obtain a softer service and escape their obligations to their country?

Mr. HUMPHREY. Yes, indeed. I shall read from the description of the bill.

First, I point out that there is a 3-year term of service in the Peace Corps, instead of the normal 2 years for the Army.

The participants would be liable for the provisions of Selective Service in time of war or in time of national emergency. Likewise, they would be liable for Reserve requirements upon completion of their service in the Peace Corps.

There are no veterans' benefits involved.

Members might be required to live in primitive areas.

If these men were discharged from the corps they would be immediately liable under the provisions of the Selective Service Act.

Finally, the salaries would be roughly equivalent to those paid to enlisted men in the armed services.

In other words, we are proposing to take only 1,650 men a year, which is a very limited number, in Selective Service. If the need were stepped up and if there should be a national emergency, then these men in the Peace Corps would be immediately liable for any call of their country for military service, as well as anyone else.

Mr. PROXMIRE. Would the Senator please indicate what kind of a specific need there is for the services these young men would perform in the underdeveloped countries such as in Africa and in Asia?

Mr. HUMPHREY. Well, one great opportunity we have is to let these young people go particularly into the areas where there is a great degree of illiteracy, as teachers and trainers, so to speak, of the native populations, at a cost which does not encompass the figures involved in the present ICA program.

As I have indicated, it requires approximately \$25,000 a year now to support a person in the ICA in the technical service program. The proposed program is estimated to cost about \$6,000 a year per person, which is a saving of a substantial amount.

Additionally, the program is designed as a people-to-people program, and one that has limited functions to perform, such as in public health, education, and in community development, and not in the broad economic aspects, such as the ICA.

Mr. PROXMIRE. The Senator is then saying the proposed program cannot in any sense replace or displace what the ICA is doing; it would supplement that program; is that correct?

Mr. HUMPHREY. The proposed program does supplement the ICA program, and it should not be looked upon as something to supplant. It is not something "in place of." It is something to add to what we are presently doing. In

the first year of operations 500 trained men would be selected from the entire United States. They would be trained in public health, trained in education, or trained in some skill. They would be selected on the basis of qualifications. Those 500 men would be told, "If you are willing to give 3 years of your time, we are willing to assign you to certain areas of the world."

Such a program of long-term commitments to certain areas of the world is exactly what is needed.

Mr. PROXMIRE. The quid pro quo would be that for this service of 3 years they would discharge their obligation to the Federal Government to serve in the Armed Forces.

Mr. HUMPHREY. Subject, however, to serving in the Reserve.

Mr. PROXMIRE. I understand. Mr. HUMPHREY. During a national emergency or wartime, however, they would be subject to being called up for active duty just as other young men are. If there was any disciplinary action taken, those disciplined would be immediately liable for military service.

At present a young man in college is exempt from military service for the period of time he is in college. Many students are relieved from military service because of the limited calls under the current Selective Service program. So, for all practical purposes, the proposed program would not remove the obligation of military service. Members of the corps, upon completion of 3 years of service, would in time of peace still be subject to serve in the Armed Forces Reserve. And in time of war they would be subject to the call to duty under Selective Service the same as anyone else.

Mr. PROXMIRE. Is it not true that there is a great deal of enthusiasm for this kind of opportunity on college campuses all over the country, and that there are literally thousands of young people who are very eager to have an opportunity to serve their country in this particular way? As the Senator from Minnesota has pointed out, the bill would not eliminate their obligation to serve their country in the event of war or in the event of emergency. They would still be liable for that kind of service.

Mr. HUMPHREY. That is correct.

Mr. PROXMIRE. As I understand, the proposed legislation provides that instead of peacetime training in the military forces, or peacetime service, young men under the program would have 1 year of training, particularly in foreign languages, or a specific language, which would give them a particular kind of usefulness abroad. Then for the wage of any Army private they would serve as teachers or in other vitally necessary jobs in some underdeveloped country.

Mr. HUMPHREY. Exactly.

Mr. PROXMIRE. May I complete the thought which I started by saying that I have found the desire on the part of young people to engage in such a program as is proposed to be great. Idealism is common to youth. This kind of idealism and desire to serve one's country, to do so in a practical way, to do so in a way which would permit them to return to America, to marry, to settle down, and to engage in the kind of career that most Americans have, is a great national resource. The bill provides an unusual and wonderful opportunity to

use this resource by permitting our young people to serve their Nation and mankind. It seems to me the idealism we have is not being tapped. It is seeking an outlet in a constructive, practical, and economical way. It seems to me that the proposal of the Senator from Minnesota very usefully and sensibly takes advantage of this desire for and on behalf of our country.

Mr. HUMPHREY. My observation is that young people are very desirous to obtain this program and to engage in this kind of work. However, the number involved is minimal. We would not have a peace corps of 2 million men, such as we have in the armed services. The total which is contemplated in the first year would be only 500. The proposed legislation would increase that number to as high as 5,000. Those who would come under the program would be highly selected. I limit the number because I think the Congress will wish to review the program no matter what may happen under the terms of the proposed legislation.

The bill would in no way weaken the military security of our country. It would strengthen it. It in no way would remove the obligation of military service in time of critical need for the participants. The bill merely provides that in peacetime we would wage war on disease, hunger, illiteracy, and poverty, and that to do so, we enlist a certain number of talented, capable, trained young people to wage war on the real enemies, the real enemies being ignorance, fear, prejudice, hatred, hunger, and disease.

We say to those young men, "We offer you a program with an obligation for 3 years. You are under strict discipline. You have to prepare yourself. You must be over 21 years of age. You must have a skill that is needed. You must be willing to go into the primitive areas of the world and live under native conditions. You must fulfill your full term of service. If you do not complete such term of service, you will leave immediately for peacetime military service, and even after you have fulfilled your term of service overseas in the peacetime corps, you are placed in the Reserve and subject to active military service in time of national emergency or war."

I suggest to the Senator that such a program would put manpower to work in the real war, in the struggle that we need to win in Indonesia and elsewhere.

Mr. PROXMIRE. If the Senator will yield on that point, I shall conclude my part of the colloquy by saying that the purpose of serving in the Armed Forces, of course, is to help us achieve peace. The pursuit of peace, a just peace with freedom is the reason these young men in the Armed Forces are being trained. The Senator from Minnesota is proposing a direct way for some young men to serve exactly the same purpose by working for their country by seeking peace with justice and freedom in foreign service. If we talk to young people, we discover that this kind of program is what they feel we should have, that we should maintain America's strength so we can provide for peace.

The Senator from Minnesota proposes that our young people be provided an op-

portunity to work positively, constructively, and directly for peace, eliminating the ignorance, poverty, and misunderstanding which are the causes of war, and in doing so, to provide colonies of dedicated, idealistic, young Americans who can be the best possible kind of missionaries or salesmen, depending upon one's viewpoint, for this country.

Mr. HUMPHREY. The Senator is correct, and I thank him.



Phoenix Arizona  
Town House  
Aug, 1968

APPENDIX J

MINUTES - FIRST MEETING

Incorporations of Intertribes, Inc. met together at Phoenix Arizona, The Town House, on August, 1968 to formally organize. Intertribe, Inc. Those present were:

Marvin Franklin, Incorporator  
Thomas Dodge, Incorporator  
Francis McKinley, Incorporator  
Pete Homer, Incorporator  
Dale D. Clark, Advisor

By unanimous assent, Marvin Franklin was asked to serve as temporary chairman.

Marvin Franklin formally convened the meeting of incorporators. He indicated that the main purpose of the meeting was to formally organize Intertribe, Inc. and establish the framework to advance Indian physical and human resources.

By motion of Thomas Dodge, seconded by Francis McKinley, Marvin Franklin was elected chairman of the Board of Trustees.

By motion, Pete Homer, seconded by Thomas Dodge, Francis McKinley was named Vice President.

The Chairman directed attention to the subject of expansion of the Board of Trustees. Among the names mentioned was E. Reesman Fryer, who was nominated to Board membership by Thomas Dodge. Francis McKinley seconded and Mr. Fryer was unanimously elected. Mr. Homer nominated Mr. Reesman Fryer as President. It was seconded by Thomas Dodge and carried unanimously. Francis McKinley nominated Dale D. Clark to be Secretary and Treasurer. Thomas Dodge seconded the nomination, and the vote was unanimous.

Mr. Clark explained that his acceptance was conditional upon his eligibility to occupy this position in the light of official duties.

The chairman invited a discussion of the purposes of the corporation as

outlined in Article III of the Articles of Incorporation. Several of the pilot projects, which would establish a pattern to further these purpose were discussed.

It was pointed out that some of the initial projects under discussion might involve American Indians in projects of international character. It was stressed, however that the principal objective was to develop Indian reservation resources, and Indian business and promote individual Indian ownership and management and develop Indian skills. Intertribe's role as a no. profit corporation that might test validity of issuing obligations with low interest rates. similar to municipal bonds was discussed.

Reflecting the concensus of the Trustees, the Chairman requested that Dale Clark investigate the possibilities for obtaining financing and support of various public and <sup>private</sup> agencies in launching some pilot projects.

APPENDIX K

June 13, 1970

Mr. Robert Robertson  
Executive Director  
National Council on Indian Opportunity  
Office of the Vice President  
Washington 20506

Dear Mr. Robertson:

It can be said of some people that while they don't have Indian blood in their veins they certainly have Indians in their blood. So it is with me. Indians have drawn me, as a magnet, for most of my life's work in which I've had more than my fair share of failures. The most notable, I suspect, was the development of Pyramid Lake and a return to the Pyramid Lake Indians of a larger portion of the waters of the Truckee. The foregoing is by way of introduction. I retired as Assistant Commissioner for Economic Development/WIA.

This letter is written to suggest a test of the validity of inter-tribal development corporations and the ear-marking by capital-holding tribes of funds for guaranty purposes for use by such corporations. One such corporation has been organized and chartered. It is called "INTER-TRIBES". Its Board of Directors represents several tribes. It is non-profit. And the prime mover, who has given an awful lot of time to it, is Dr. Dale Clark. He is with AID-Dep't of State. If permitted a suggestion, I would urge that you examine the wisdom of arranging that he spend full-time out of your office for a sufficient period fully to test the idea. That has never been done.

Sincerely yours,

Best Available Document

D. Reuben Fryer

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## APPENDIX L

### PILOT PROJECT

#### SELF-HELP WORKS PROGRAM

This project is being organized in a way to permit maximum help from the private sector. After all, it is primarily in the private sector where resides the risk capital, the developers, the technology and the development knack. A pattern for coordination among U.S. grassroots organizations is being worked out with the U.S. banking community. This is a program that places less reliance on the U.S. Treasury and more reliance on private banks acting as trustees, transferors and project analysts of self-help development projects. A number of private groups are uniting their efforts and calling this program, "Self-Help Works."

DRAFT TELEGRAM

TO: Asuncion, Guatemala, Brazilia, Bogota, Santiago, Montevideo

SUBJECT: Dairy Improvement Program Based on Transfer of New Technology, Training and Self-Help Financing Techniques

1. ANNOUNCEMENT

A program is ready to be launched with the goals of improving dairy production, farm income and consumer nutritional levels. A secondary goal is the developing of mechanisms to accomplish similar rural self-help programs on a recurring basis.

2. PURPOSE

The immediate purpose of the program is to control mastitis, a disease that has become a world-wide epidemic, resulting in curtailed dairy production, reduced farm income, contaminated milk and impaired nutrition. The seriousness of the problem has been evidenced by the frequent financial failure of dairies and slaughter of dairy animals for the hamburger trade.

Mastitis can be substantially controlled. New inventions have been developed in milking machine equipment. They are now being scientifically tested. The results are successful and this new technology is available for transfer to LDCs. Already, a program to transfer to LDCs the improved technology and provide training in its use is being pioneered in the private sector. The goals of increased milk production and improved milk quality can be achieved effectively, relatively quickly and economically. Much, much more could be accomplished if the program were conducted on a collaborative basis with public and private sectors utilizing a quasi-public non-profit corporation which has already been established for this purpose.

The immediate purpose of this telegram is to inquire which addressee countries may wish to cooperate in a testing program of one week's duration in each country. This test will determine the prevalence of the "hidden disease,"

chronic mastitis, as shown by elevated leucocyte levels in the milk. This preliminary testing will provide a basis for decision by USAID, and host countries as to subsequent phases of a mastitis control program.

3. PROGRAM DETAILS

The preliminary testing for bovine mastitis would be directed by a team of probably two dairy scientists who would visit several countries and would conduct these one-week tests in cooperation with USAID and host country officials and local veterinarians. Included in the team from the U.S. would be Mr. Daniel Noorlander, the inventor and holder of some 30 patents in dairy technology. Mr. Noorlander, while Associate Professor in dairying at University of California, at Davis, developed instruments and techniques for measuring leucocyte level and bacteria count, known world-wide as the California Mastitis Test. It is a key to mastitis control that has been demonstrated world-wide.

The initial, brief fact-finding test is the first step in the following multi-faceted program briefly outlined:

- a. Fact-finding team tests herds for one week in selected countries;
- b. a program is designed to fit host country needs;
- c. trainers are trained in mastitis control;
- d. select demonstration herds, conduct tests and record leucocyte levels, bacteriological counts, etc., to provide a scientific base from which to measure later progress;
- e. introduce improved milking machine technology, regularly record bacteria and leucocyte counts; measure changes in milk production and quality;

- f. obtain verification of results of program through periodic monitoring by independent dairy scientists (possibly as part of the Title XII program);
- g. expand program to achieve wide dissemination of benefits.

#### 4. EXPECTED RESULTS

The launching of this testing program could be the beginning of an integrated mastitis program that could have wide international application. This is possible because many kinds of mastitis have been found to be machine-made problems and the inventor of the technology most successful in combating mastitis is donating his patents to a trusteeship (Joint Venture Services, Inc.) for use in LDCs. As a result, the sale price of the key component will be reduced so substantially that small farmers can better afford their use. The reduced price will still allow earnings to flow to a revolving fund to help defray cost of a training program for dairymen. It is considered likely that a manufacturing enterprise will be established in one or more Latin American locations. This enterprise would fabricate some components and assemble other imported components.

#### 5. FUNDING

The program is largely self-financing, but the costs associated with certain public service functions such as training, and certain start-up costs call for matching grants and loans from government.

The element of self-help financing is possible because patent rights are held by a trusteeship for the benefit of LDCs. A pattern has been started in which earnings from sales and license fees flow into a revolving fund which finances training activities.

Central funding will be used to pay the costs of the initial fact-finding visit. Self-financing arrangements for subsequent phases of these programs will be negotiated on this initial visit.

6. ACTION REQUESTED

It is requested that USAIDs indicate if they wish to invite a team of dairy scientists to stop over for a one-week preliminary survey on prevalence of mastitis. If the mission cares to designate or suggest counterpart scientists, veterinarians or dairymen to participate in the survey, this would be welcome. However, competent potential counterpart associates can, in many instances, be identified through knowledgeable organization, in the U.S., such as Heifer Project, Inc. and MEDA.

7. SPECIAL TO PARAGUAY

There are certain factors that would appear to favor Paraguay as a party to such a demonstration of direct cooperation between LDC and U.S.A. private sectors. The U.S. side of the collaboration for Paraguay would be headquartered in Archbald, Ohio and would be captained by Mr. Erie Sauder who headed a notable U.S. private sector program in Paraguay after World War II. Refugees were assisted in starting successful enterprises in Paraguay, Uruguay, etc. These activities included transporting blooded strains of livestock to Latin America. This successful community-to-community collaboration, already a tradition, would continue. In Paraguay, experienced developers are on the job, including Mr. Kenneth Graber of Archbald, Ohio, now serving in Paraguay and Bolivia as a representative of Hesston Foundation. Associated with him is a U.S. veterinarian, Mr. Hans Neufeld, a representative of MEDA (Mennonite Economic Development Associates), one of the U.S. organizations in the confederation of groups backing this program. Mr. Neufeld's organizational channels run to Mr. Lloyd Fisher, MEDA Executive Director, who is also President of Joint



Venture Services, Inc., a confederation of organizations that would provide overall coordination for the mastitis control program.

8. SPECIAL TO CHILE

Scientific tests on new technology for controlling mastitis have been conducted for two years by Dr. Jorge Eichholz, Universidad Austral de Chile. Dr. Eichholz has urgently requested shipments of newly-developed milking machine components for use in demonstration herds to further test the new technology. The tests in Chile and elsewhere are demonstrating the superiority of the new product. The services in Chile of Mr. Noorlander, the inventor, have been requested directly and through the University of California at Davis, where Mr. Noorlander's researches became widely recognized. The two scientists are collaborating and are desirous of completing their experiments and demonstrations.

It would appear that Dr. Eichholz is unfamiliar with the provision of Title 661 or with possible other program arrangements which might facilitate a visit of a team to set up an in-country, self-help program.

If visit of mastitic control team is desired, it appears that arrangements could be made for departure end of January, 1979.

BASE LINE BUDGET

PROGRAM TO TRANSFER DAIRY IMPROVEMENT TECHNOLOGY TO LDCs  
(Comparing existing costs of milking machine inflation components  
with costs under the proposed program)

Existing Costs

1 Dairy X 6 Milking Machines X 4 Inflation Units = 24 @ \$ 50.	\$ 1,200
10 Dairies = 1 Cluster (Country, District, etc.)	\$ 12,000
10 Clusters - 1 Country-wide Demonstration Modul	\$ 120,000
10 Modules to be launched in ten countries	\$ 1,200,000
10 Ten-fold multiplier (an arbitrary factor to measure 1 or 10 diffusion benefit)	\$ 12,200,000
10 Ten-year time frame	\$120,000,000

Costs Under Proposed Plan

(Based on Reduced Costs Under AID-Sponsored Technology Transfer)

1 One Dairy X 6 Milking Machines X 4 Inflation - 24 @ \$ 25.	\$ 600
10 10 Dairies - 1 Cluster	\$ 6,000
10 10 Clusters - One Demonstration Module (Usually One Country)	\$ 60,000
10 10 Modules in 10 Countries	\$ 600,000
10 Ten-fold Multiplier (10 Users to 1 Demonstrator)	\$ 6,000,000
10 Ten Year Time Frame	\$ 60,000,000
Net Saving to the Small Farm Users:	\$ 60,000,000

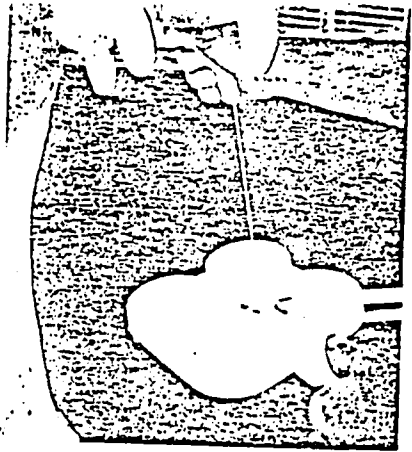
### DISPOSITION OF EARNINGS

In the first full year of the Mastitis program, the cost to the farmers would be \$600,000 instead of \$1,200,000. They save \$600,000. Of the \$600,000 the farmers pay for the inflation components, an estimated \$120,000 would be available for "self-help" costs—that is, training and overhead costs. These are the estimates:

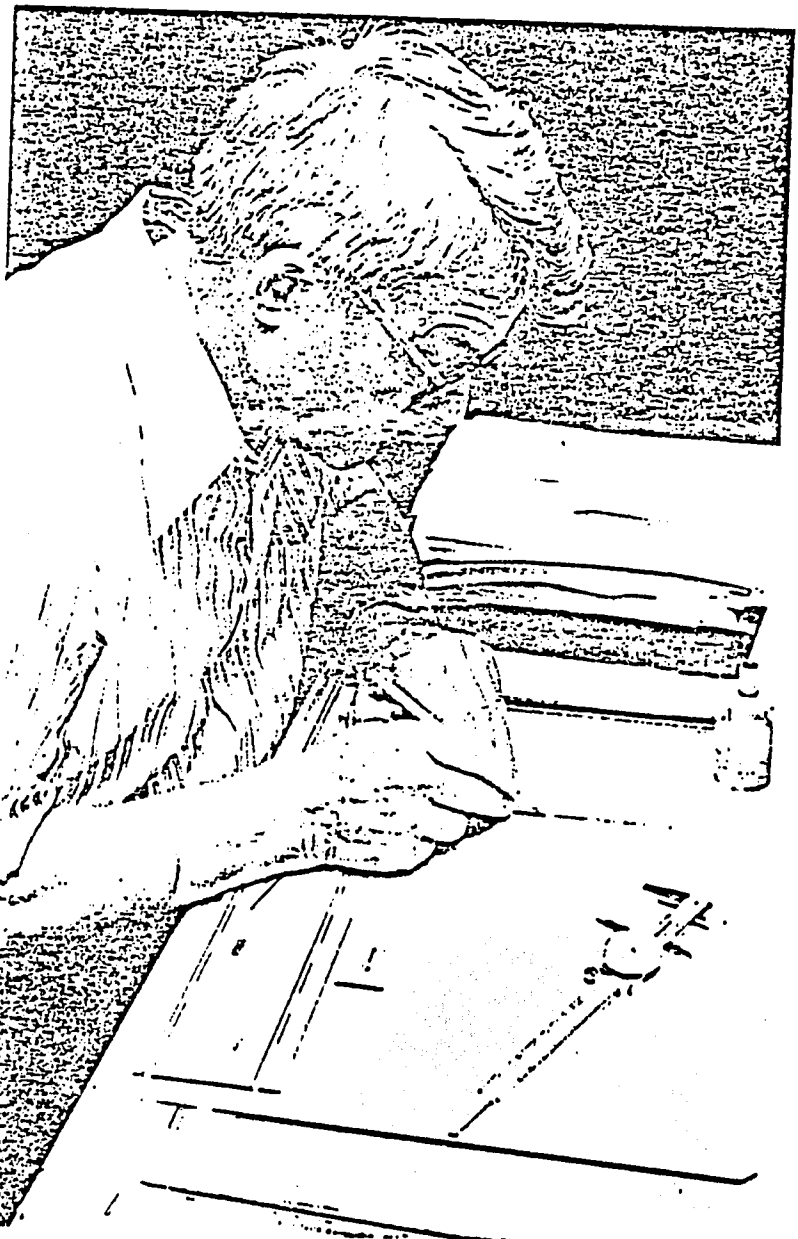
	<u>%</u>	<u>Amount</u>	<u>Per Unit</u>
Cost of in-country distribution:	30	\$180,000	\$ 7.50
Cost of Components	50	300,000	12.50
Training fund, LDC	10	60,000	2.50
Overhead & contingency	10	60,000	2.50

# The man who improved your milking machine

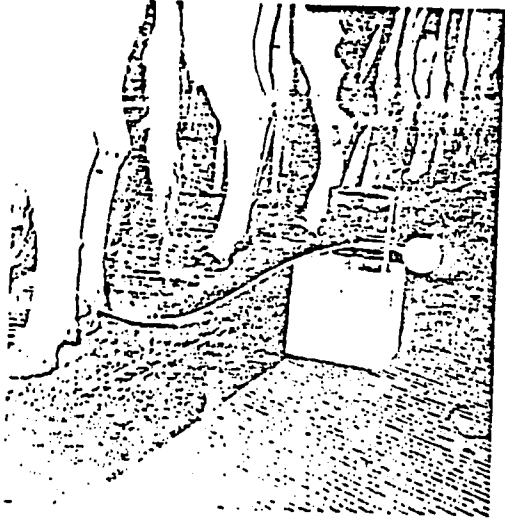
By Phil Porter



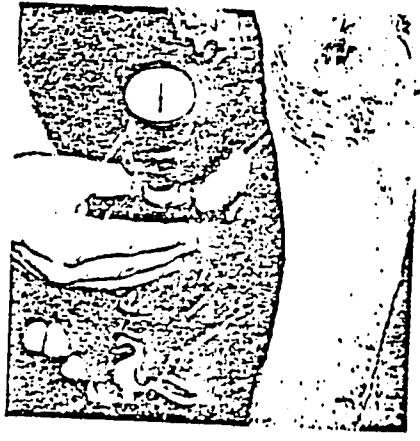
One of his earliest achievements was the discovery of the chemical agent for the California Mastitis Test. This same compound made possible and is used in the Wisconsin Mastitis Test and the Milk Quality Test.



Dan Noorlander holds some 26 patents on milking equipment. After making a working model he does his own drafting and specifications work so that production equipment can be made.



This is the first pulsation recording machine used on milking equipment in the United States. It was hand made by Noorlander at the University of California and from this came today's pulsation recording machine.



This device developed by Noorlander shows the vacuum fluctuation at the cow's teat during the milking process. It can also be used to test for worn out inflations.



On the night of June 2, 1978, in the basement of a house in Orem, Utah, a gray haired man runs his fingers over a piece of soft plastic tube he has been working on for hours. To his sensitive touch it needs to be worn still thinner to be soft enough to do the job he feels it can do. As the moon changes the shadows in his garden outside he again presses it against a grinding wheel to slowly eat away the clear silicone rubber he has had especially compounded to endure hundreds of hours of flexing without hardening or cracking. Finally he puts it on a small apparatus that stretches and folds the plastic while inserting a stiff ring in it. Quickly he feels it again. It is softer. He flexes it back and forth. His senses tell him this is the softness he has been trying to achieve.

Holding his carefully hand crafted plastic tube he goes to another small room and sits down at a desk on which lay a half dozen similar pieces of plastic. He shoves them aside, and continues to test the feel of the newly finished part. A draftsman's drawing board is uncovered and he carefully erases and changes one of the lines on a drawing clipped to the board.

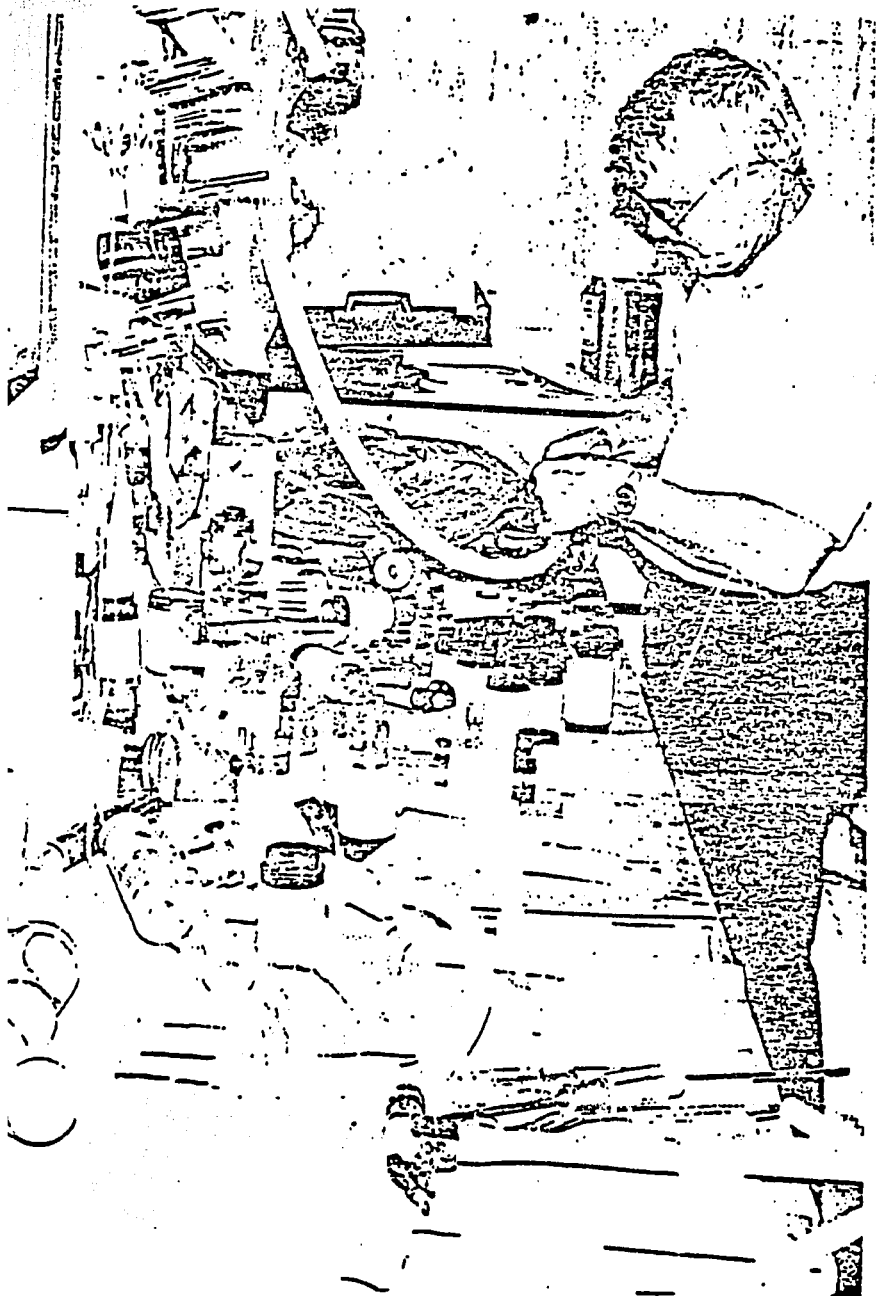
He gets up from the desk, sits down on a cot in the office, sighs and lays down. Almost immediately he is asleep. The little clock on the desk reads 3:45.

Working this way for years, the man, Dan Noorlander, has changed the entire milking machine industry.

His ideas and concepts have improved the design of every milking machine installation in America.

Holder of some 26 patents on milking machine equipment Noorlander has assigned most of them to firms or organizations he worked for through the years.

One of his early discoveries which resulted in a patent was the chemical reagent for the California Mastitis Test. He is co-inventor of this test with Dr. O. W. Schalm for he developed it while on the research team for the University of California at Davis.



Many tests and experiments have been made at this table as the clutter of parts shows. In this basement workshop Noorlander continues to seek better ways to safely harvest milk from cows.

In his early days of research at the University of California Noorlander designed a milking machine which was field tested on a dairyman's herd in the vicinity. Several of the cows developed mastitis and some of them died. "I was humiliated," said Noorlander. "I wanted to go hide and never show my face again, but by studying what caused the infection and death of these cows I learned more from this failure than I have from any of my successes."

"It is a simple principle, but one that few people understand, that the differences in air pressures created by milking equipment can injure, and enflame living tissue and inject milk back into the teats of a cow and in this way infect her udder with bacteria," said Noorlander.

When he became aware that milking machines could introduce bacteria into

(Continued on next page)

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## The man who improved your milking machine

(Continued from page 13)

cow's udders and that vacuum applied to living tissue could cause damage. Noorlander began trying to design a machine that couldn't create such problems.

His desire to develop a better milking machine created a need for equipment to test the effect of milking equipment. At that time there was no testing equipment to measure pulsation, vacuum fluctuation or air flow.

Because so little was known about the effect of pulsation Noorlander developed a machine to measure pulsation vacuum and record it. It printed a graph on a strip of paper in a manner similar to an electrocardiogram. Today every milking machine company uses such machines to test milking equipment.

In those days no method was available to measure volume of airflow so Noorlander designed an airflow meter to evaluate the capacity and effectiveness of vacuum pumps. Today the whole industry uses airflow meters and rates the pumps on their capacity.

Inflations, which are the only part of a milking machine to touch the cow, became Noorlander's consuming interest. He did extensive research on the size, shape, mouth parts, flexibility and useful life of inflations. His research established the need for smaller mouth parts and a narrow bore inflation that would not creep up on the udder and irritate the tissue during the milking process.

He developed an inflation tester to show when narrow bore inflations are worn out and should be replaced. This tester also checks vacuum stability at the teat end as the cow is milked.

Many veterinarians use the inflation tester to check for worn inflations.



At this old lathe in his garage Noorlander reshapes a piece of equipment to try to improve its design.

Today narrow bore inflations are generally accepted by the industry as important to udder health.

Mr. Richard Eide, farm advisor for Fresno County California has worked with Noorlander for 20 years. Eide has been responsible for the running of 2½ million CMT tests and keeping continuing records on them. He says he was one of the early devoted followers of Noorlander and has been inspired by him in his work to improve milking equipment and methods. Today the Fresno County DHIA under Eide's supervision lists 36,000 cows with average production of 17,088 pounds of milk and 608 pounds of fat.

"Dan is the genius in the field," said Eide. "He is impatient with the status quo." Eide credits Noorlander with stirring up some of the extension people and milking equipment companies with ideas and equipment which were used to improve milk production and dairy farmer income in California and around the country.

Noorlander left the University of California and went to work for Lawrence Bouma at the Boumatic Milking Machine Company, which at that time was very small, operating out of two small garage type buildings.

Noorlander designed a large capacity claw with windows in it to provide visibility. It is still widely used. He de-

signed a washable pulsator which is still in wide use and which has been copied by another milking machine company. Much of the Dari-Kool Boumatic milking equipment now in use was designed by Noorlander.

He established standards for adequate airflow and the volume required to operate each milker unit. The entire industry now uses variations of these volumes of air movement required per milker unit.

Noorlander, because of his knowledge of the hazards of vacuum fluctuation at the teat end during milking, sought to eliminate any vacuum change at this critical point. He was not able to accomplish this. However, working with Francis Smith, Extension Dairyman in California, they established a standard for vacuum fluctuation stating that it should not exceed 2 inches of mercury at the teat end. This standard was later endorsed by the National Mastitis Council.

Smith, long time dairy specialist with the University of California Extension Service, is now retired. He said, "Dan Noorlander was the pioneer in relating milking machine performance to milk quality and udder health. Everything we've done has been building on the information he originally opened the door to twenty years ago — air requirements in cubic feet per minute, milk line sizes, vacuum stability. Noorlander has performed a remarkable service to the dairy industry," declared Smith.

In time Noorlander left Boumatic and went to work for the Southwest Milk Quality Council, an organization of some eight producer co-ops with 6,000 dairymen in Texas, Oklahoma, Arkansas, New Mexico and Louisiana. The organization had been formed so dairy farmers could employ Noorlander to help reduce their mastitis and milking machine problems. While working for dairy farmers Noorlander spent much of his time in producer meetings explaining milking machine function and urging dairy farmers to use the

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CMT on a regular basis and to correct flaws in their equipment caused by inadequate vacuum, large bore liners, and malfunctioning pulsators.

Because there was no book on the subject Noorlander wrote a very comprehensive book in 1958 entitled *Mechanics and Production of Quality Milk*. He published a second edition of his book in 1963 for Southwest Milk Quality Council setting out the principles by which milking machines operate and describing the results of research to improve milking machine operation. These books were made available at no cost to members of Southwest Milk Quality Council.

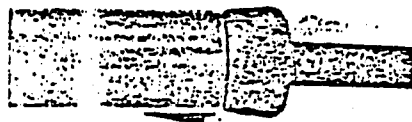
He continued his research and developed a completely "see-through" milking machine using a new hard plastic Lexan, which had been recently developed by General Electric. He used it to make a large capacity claw and teat cup shells. After many trials and efforts by several plastic companies he was able to develop clear plastic inflations.

At that time he said, "We have been telling farmers for years not to overmilk their cows, but milking machine companies have not provided any means to allow dairy men to see when the milking process is completed."

Some dairy men in the Southwest are still using visible milking equipment designed by Noorlander in the 1960's.

While working for Southwest Milk Quality Council, which was finally taken over by Milk Producers, Inc and then AMPI, Noorlander developed a square inflation that is now very popular in the Northeast, in California, and in the West. He also designed an air vent to admit a small amount of air into the inflation to move the milk away from the teat faster. It, too, is used extensively in California.

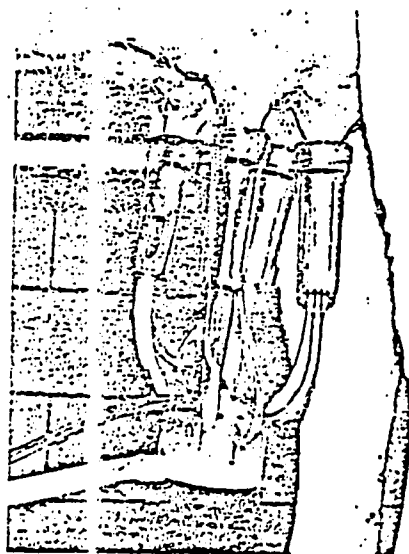
After a misunderstanding, Noorlander left AMPI in the early 1970's and soon thereafter went to Guatemala for a year and a half as an agricultural missionary. While most of his work was dealing with illiterate Mayan Indian, growing corn and beans and in improv-



The little round objects at the base of the teat cup are air vents that allow a very small amount of air to enter. This speeds the flow of milk away from the cow's teat.



In an effort to simplify bacteriological work Noorlander designed a test using special media to identify the two types of bacteria that cause 90 percent of the mastitis. With this test untrained persons can take sterile samples for testing.



Dairy men, researchers, and Noorlander learned a lot about what goes on inside a milking machine by using the completely transparent milking equipment he designed. Notice the collapsed liners on the front two teats while the back two are flooded with milk. Some dairy men will use no other kind of milking unit.

ing their diets, Noorlander's mind continued to work on milking machines and the improvement of inflations.

He has been a consultant for several South American countries to improve their milking equipment and mastitis control.

After returning from Guatemala Noorlander joined Independent Business Association (IBA) as a developer of milking equipment. He later became an IBA franchise holder for his home state of Utah where he was a trouble shooter and distributor of dairy supplies and equipment.

Noorlander turned this franchise over to his son-in-law Daryl Hennick after training him for several years. Now Hennick, who lives at Hyrum, Utah, is performing a consulting service to assist dairy men with mastitis problems.

Today Noorlander continues to work in his garage and basement on new equipment and methods to improve the function of milking machines. No doubt he will come up with further improvements. *Dairy men's Digest* salutes this dedicated and productive man whose life and work have improved the milking process for all dairy farmers.

## Standards Available

While working for the Southwest Milk Quality Council Noorlander developed a list of functional standards for milking machines which was later adopted by the Texas Milk Quality Council. Any make of milking machine can be made to meet these standards with some modification. A machine that meets the standards is generally safer than one which does not. Copies of the standards are available free by writing *Dairy men's Digest*, Box 809, Arlington, Texas 76010.

# New reason for mastitis control, says Noorlander

A report from Guatemala

Just south of Mexico in Central America is the country of Guatemala. There, working with the farmers, is an agricultural missionary named Dan Noorlander. In four more months he will have completed two years at the post and will be returning to the U.S.

Dan and Dorothy Noorlander went to a special school and learned Spanish before traveling to this little Indian community a mile and a half above sea level near Patzizia, Guatemala. Their mission is helping the inhabitants find a better way of life.

In letters during the past year Dan and Dorothy Noorlander have had the following things to say about the people and conditions at their mission in the mountains of Central America.



The Guatemalan Indian child learns at an early age to be self sufficient in many ways. But infants must have a good diet for normal brain development so they can help solve rather than be part of, the problems of their country in the future.

"Poverty here is so great it is a real cultural shock to most people who come here. All the families still live on dirt floors. We have helped build a lot of beds for them. Here food is not taken for granted, hunger and malnutrition often depend on just one sack of fertilizer.

"Today these descendants of the ancient Maya race who settled on this remote plateau are re-evaluating their primitive modes of agriculture that have changed little in the last five hundred years.

"The hillside patches of maize and corn are a constant reminder that the fertile flatlands are not an unlimited resource. Parents realize that their children cannot be expected to continually cultivate the land higher in the mountains and on steeper slopes.

"Lack of protein in the diet is a serious problem. A short time ago we took in an Indian boy who was given up by local doctors as hopeless because of a serious protein deficiency. It's amazing how milk and a few eggs have really improved him. He is now walking, smiling and starting to look more normal.

"Yesterday I spent the whole day in a hospital clinic where the standard treatment for children is five pounds of CARE milk, soya and corn meal. I know it is hard to visualize hunger in the U.S. but here it is quite real. One little three-year-old girl came in weighing just 18 pounds with unusual symptoms of

protein deficiency. It is pretty hard to look at this kind of hunger.

"Here we must distribute food not just to keep children alive but to prevent the lifelong mental and physical damage caused by childhood malnutrition.

"By comparison it takes five times as much land, water, and fertilizer per person to feed people in the U.S. with their meat-eating diet as it does the Guatemalan cereal diet yet in America there is no danger of hunger. Per capita grain utilization in the U.S. is currently approaching 2,000 pounds per person of which only 150 pounds are consumed as grain. The remainder is eaten in the form of meat, milk, eggs and a variety of processed foods. Here the people don't understand the need for protein in the diet nor do they have the resources or training to produce it.

"We have made a little progress in helping these people help themselves. We have formed a small cooperative among the Indians and are now producing all kinds of vegetables, poultry, rabbits, pigs, and even a few ducks. We have two good cows, one Jersey and the other a Brown Swiss. I have tried to get some dairy goats here but good quality is pretty hard to find.

"To feed these animals we use the lush vegetation which grows during the rainy part of the year. We have made two small silos to carry us over the dry season. I am



The primary farm implement used by Mayan Indians in the corn and bean fields in the mountains of Guatemala is the hoe. With little knowledge of nutrition, and limited cropland, inhabitants suffer from diets low in protein. This picture was taken by Dan Noorlander in a field near the village where he is working as an agricultural missionary.



"We finally have been able to scrounge a small hand tractor, a small silage cutter, a hammermill and a few hand tools. These things have made all the difference in our food production and this gives new hope for many of these families.

"Through the cooperative, those who can afford eggs and milk are able to purchase them at cost. Those who do not have any money at all can work it off with labor credits. We have been asked to expand our agricultural program into other areas because of some of our successes in breaking down some pretty deep-seated traditions concerning a diet limited to corn and beans.

"These humble Mayan Indians reflect some of their greatness of the past in their hard work and good nature. They are, as a whole, a happy people and we have learned so much from them. They are a really beautiful people to work with. They are so grateful for what they receive yet do not like charity.

"We are so proud of the way they are running their co-op like a real business now and for the first time are working as a group to take advantage of the small mechanization we have.



*This child, living in a neighboring village in Guatemala, did not receive the milk and protein necessary for proper nutrition and almost died. Today he is alive and growing, thanks to a little milk and aid from CARE products originating in the United States.*

human food is through animals. Rabbits, chickens and pigs can all make good quality protein with green leaves, but the best way to get the most is through the dairy cow and dairy goat. I believe the dairy industry could have a real future in this area. It could very well be another Denmark and Netherlands if they could just get started.

"Our work down here has made us realize that the problems of feeding the human population of the world is becoming so critical that we cannot take for granted our agricultural resource nor the production of milk.

"CARE is doing a good job with the funds and food supplied by U.S. citizens. Here in Guatemala alone over 225,000 school children and over 75,000 pre-school children were fed milk, soya and other com-

"Mastitis control has now taken on new emphasis and meaning. When I visualize all those damaged udders in our U.S. dairy herds caused by malfunctioning milking machines, it no longer means just an economic problem of lost milk production. It means saving lives because of the hunger in the world. We cannot afford to waste food, it is as simple as that."



*Dan Noorlander*

### Noorlander's influence on dairying in the U. S.

Dan Noorlander spearheaded a fifteen year campaign to control mastitis in American dairy herds. He was the author of the first comprehensive book on the subject in the U.S. As a direct result of his efforts, today's milking equipment is vastly improved and is still growing better.

The research and inventive genius of this one man is proved by the visible and functional results in virtually every milking machine installation in the U.S. today. Dan Noorlander either invented or was the first to develop in this country most of the following concepts and devices now in general use by the dairy industry:

He was co-inventor of the California Mastitis Test, the first simple cowside test for mastitis.

When he started doing mastitis control work there were no testing devices for milking machines. The air flow meter and the pulsation recording device were the first testing machines brought into general use by Dan Noorlander. This test-

ing equipment helped him point up the need for the concepts he developed which now are used and recognized throughout the industry.

It was Noorlander who first pointed up the need for vacuum stability at the teat end. He then developed the following concepts to aid in providing this stability — a vacuum reserve tank, low lines, larger milk liners, no risers. Noorlander then developed visible milking equipment including clear shells, liners and claws. A half-century of blind milking had ended.

Visible milking pointed up the need for air vents in milk tubes. It was Noorlander who developed the concept of functional standards for milking machines which include adequate air flow, pulsation rates, visibility, narrow bore liners and several other important factors. He also did research proving the importance of narrow bore liners and invented an inflation tester to evaluate worn inflations. He was an early advocate of dry cow treatment and many other innovations to control mastitis.

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STEPHEN J. JOHNSON, WIS.  
 WALTER L. PAPE, OHIO  
 L. M. BROWN, ILL.  
 DANIEL H. Rostenkowski, ILL.  
 PHILIP C. HANCOCK, JR., MICH.  
 DONALD W. RIEGEL, PA.  
 DONALD W. RIEGEL, PA.  
 SAMUEL H. HALEY, N.Y.  
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 JOSEPH P. ROTHMAN, N.Y.  
 BOB TATUM, PA.  
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AA/SER, SER/It, PPC-Crisler

Congress of the United States  
 Committee on International Relations

House of Representatives  
 Washington, D.C. 20515

February 3, 1976

FEB 6 3 51 PM '76  
 U.S. HOUSE OF REPRESENTATIVES

MARIAN A. CHARICCI  
 CHIEF OF STAFF

Mr. Daniel Parker  
 Administrator  
 Agency for International Development  
 Washington, D. C. 20523

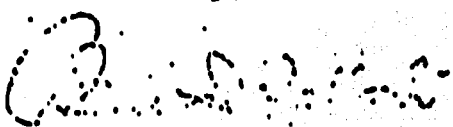
Dear Mr. Parker:

The efforts of one of A.I.D.'s employees, Dale D. Clark, to further some of his ideas about development activities suitable for A.I.D. funding have recently come to my attention.

Mr. Clark appears to be a man of energy and dedication who has been involved in the past with some successful rural development projects and who has a lively interest in promoting additional projects along similar lines. He retains contacts among private groups which could be of value in carrying out projects at the grass-roots level.

I recognize that Mr. Clark's proposals need to be made more precise if they are to be properly evaluated. However, it seems worth making the effort required to examine again the ideas that Mr. Clark has spoken and written about over the past several years to see if something of merit might be developed from them.

Sincerely,



Clement J. Zablocki  
 Member of Congress

JC/LL  
Rec'd 2/26/76

FEB 25 1976

Honorable Clement J. Zablocki  
Committee on International Relations  
House of Representatives  
Washington, D. C. 20515

Dear Congressman Zablocki:

Mr. Parker has asked me to reply to your letter of February 3, 1976.

Beginning with its Development Assistance Policy Conference in April 1974, A.I.D. has made a major effort to involve private and voluntary organizations in development programs overseas. We will make certain that Dr. Clark's proposals receive the serious consideration of our Office for Private and Voluntary Cooperation which has primary responsibility for encouraging the greater participation of voluntary agencies in overseas programs.

Thank you for bringing Dr. Clark's efforts to our attention.

Sincerely yours

(Signed) Denis M. Neill

~~Denis M. Neill~~  
Assistant Administrator  
for Legislative Affairs

- cc: AA/LIG
- AA/PHA
- AA/SER
- AA/TA
- AA/PPC
- SER/IT
- ES

Clearance:  
DAA/PHA, AFurman \_\_\_\_\_  
AA/PHA, HHandler \_\_\_\_\_

PHA/PVC:JAULinski, Jr.:jc:2/23/76

90:

CLYDE J. ZABLOCKI  
DISTRICT, WISCONSIN

COMMITTEE ON  
FOREIGN AFFAIRS

Congress of the United States  
House of Representatives  
Washington, D.C. 20515.

March 19, 1970

Dr. John A. Hannah  
Office of the Administrator  
The Agency for International Development  
Washington, D. C. 20523

Dear Dr. Hannah:

It is my understanding that Mr. John H. Davis, Chairman of the board of Joint Ventures Services (JVS) will be meeting with you in the near future to discuss the proposals which have been formulated by his organization.

Undoubtedly you are aware of my longtime interest in JVS and of my support for the objectives which it has in the field of international development. For a long time I have urged U.S. aid assistance to "grassroots" economic projects, a position which has led me to sponsor "community development" amendments to the Foreign Assistance Act and to strongly support the adoption of Title IX. The program outlined by JVS is, it seems to me, fully consistent with the objectives of community development and the fostering of democratic institutions in the less developed countries.

Knowing of your own notable interest and efforts in community development, I am sure that you will give Mr. Davis's presentation the fullest consideration. I would, therefore, appreciate hearing from you on the possibilities for AID assistance to JVS.

With best wishes, I am

Sincerely yours,



CLYDE J. ZABLOCKI  
Member of Congress

SPJ

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## APPENDIX N

### Recommendation of Former Administrator, International Cooperation Administration,

MR. STANLEY ANDREWS

Mr. Stanley Andrews recommended, in 1970, that there be a formal relationship between AID and JVS, (now proposed as TASC/JVS). The report of the former Administrator who has more recently been a Director of IVS, is attached. In it (page 6) he suggested launching the program by "funding for office space secretarial help...and so forth with the possibility that AID would support and provide the services of Dale Clark to test out the idea with two or three projects already in the making."

Those projects referred to above did not receive AID funding, but nevertheless succeeded. It is now proposed to expand them.

MEMORANDUM

FROM: Stanley Andrews, Route 1, Box 52AA, Alamo, Texas

TO: Sponsoring Group Joint Venture Services

SUBJECT: An overview of need, function and possible operation pattern of Joint Venture Services.

Interviews were held with one or more individuals in each of the agencies and government bureaus listed on the attached sheet. Three important groups were not contacted due to limitations on time. They were Partners of the Alliance, Cuna International and Church World Service. However, I have talked with these groups on previous occasions. Each of the agencies or organizations has in the past, or are presently, conducting some kind of a program designed primarily to reach the lower groups in various foreign countries, some through strictly private channels, others through government contracts or their own agencies. The questions put to each group or individual roughly followed these areas:-

1. Is there a gap in the operations of the present U.S. programs which is not being met by either U. S. government aid or activities in the host country or, other agencies operating abroad?
2. Does there appear to be a role for a private sector relationship between individuals, groups or communities in this country and similar or like groups or individuals abroad?
3. If you do believe there is a role to play in this area, what, based on your observations or experience, is about the breaking line between where this sort of assistance should begin, so as to not overlap the larger and more ambitious operations of government or large enterprises working under the guarantee system--\$1,000 plus technical assistance or \$5,000, \$20,000?

ab

4. What should be the U. S. and OR the host government role in the Joint Venture program, if any?

5. Assuming that the Joint Venture Services idea, as explained and developed to this point, is a valid one and fills a need in present government and private developments abroad--what, from your experience and observation, do you regard as the basic essentials or elements necessary to a successful operation?

6. How might an operation like this be funded?

THE ANSWERS --

to these questions and the discussions of them varied in detail by the experience and general viewpoint of those interviewed. However, there was universal agreement that neither the United States or most host government sponsored programs in almost any country is getting down to the great masses of the people, especially the rural people, where they may see and meaningfully relate to them. This is either because the programs are of a nature which goes over the heads of the local people or the long torturous road through the bureaucracy, is too slow and too expensive to reach the individuals and smaller outlying areas with really substantive assistance. The answer generally was a resounding YES--there is need, but how to do it is another question.

On question No. 2 there was general agreement that if the smaller development programs or individual enterprises could be effectively reached, the private sector, as exemplified by small business development and cooperatives, would probably produce the most dynamic and immediate and direct impact of any of the many devices used.

On question No. 3 there was universal agreement that the programs should be small and the outside investment, other than technical assistance, should

be small, with a general figure of around \$20,000 to \$25,000 as tops. There was some suggestion that this should not be an absolute limit when an individual or group on this side saw that a higher investment in a project or program would bring commensurate larger total returns for the host country and U. S. country partnership. It was generally agreed however that higher investments either in private or public sector should be handled by the larger concerns operating in the guarantee fund or the governments direct.

On the fourth question, nearly everyone felt it would be desirable to make Joint Ventures a completely private enterprise effort but all agreed that this would be difficult short of some very large funding by a foundation or a massive national effort to raise funds. So it was generally agreed that at some point--government funding on a fifty-fifty or some other ratio would have to be considered. It was also seriously doubted whether in all instances the private financing could carry the technical assistance and management training necessary. It was admitted that where private individuals on strictly private owned projects were providing the U. S. side investment, such persons would likely have the resources to provide the necessary management and technical training to make the business or enterprise go.

On the question of what the U. S. and host government role should be in an effort of this kind was that Joint Venture Services must have the official blessing in the U. S. government or at least the unofficial encouragement to enter the field. That the host country government, either through the agencies and concerns already operating in the country or by special permission, must know about and if possible, encourage efforts of this kind in order that such matters as customs, balance of payments, visas, interior travel, legal matters, taxes and a whole series of other potential obstacles may be surmounted before too extensive operations get under way. The ideal situation

as



especially in the areas of agricultural production, cooperatives and rural development, that this in fact would become a three-way operation starting perhaps with small seed capital and eventually mobilizing local resources of credit, and government paid technical help such as loans from the agricultural bank and technical assistance from the local extension services. In such cases the Joint Venture Services would serve more as a catalyst than the major shaker and mover of the total project. U. S. government personnel on AID or other U. S. agencies or institutions, missionary groups, etc., would be called on to help or even initiate action. AND THIS COMES TO

#### THE MATTER OF DOING

On question No. 5 what are the basic essentials if one is to expect even a moderately successful effort of Joint Venture Services. The standard admonition--start small, pick projects in the beginning that have the best chance of success, keep the operation small until you have proven the thesis. This was about the standard response. The next essentials were more varied but followed a fairly general pattern.

John Miller, Executive Secretary of National Planning Association, with many high level planning projects in the works over the years and the staff members which made a searching study of IBEC operations in Latin America admonished, "find a comer, a private individual who has an idea or has a little business and is trying to go farther--put your money on him, and support him with what he needs but let his business grow rather than merely giving him a business and capital. Do not distribute handouts, expect the money to be paid back with interest."

Wallace Campbell, Foundation for Cooperative Housing, told me people or the community who want to go places, involve them and see that the fully

participate in all the decisions and developments, keep your costs low, and if the enterprise is even a small housing project, be sure there is some kind of trained management to keep the project from falling apart and growing. In the case of CARE which is now funding small self-help projects, do not overwhelm the project with either money or advice--but move at the pace slightly above the local norm.

Fedderjohn and Eklund of the International Cooperative Development Association. Trained management, plus all of the helpful resources within the area, like the Peace Corps, local extension services and the major local and government services which the host government affords. Often it is merely a matter of seeking out and mobilizing the assistance available from government or outside agencies in the area. One example was given in the Dominican Republic where a Quaker and his wife were working in a neighboring village, became invaluable in getting a mixing mill off the ground. He had operated such a mill in the States. Another case is in Honduras where Peace Corpsmen were used as a major contribution to the program.

Cooperative League, National Farmer's Union, and Keen who operated a project in India for Rockefeller, stressed emphatically, training in management from such simple matters of meeting a customer or cooperative member to the finer details, keeping books and issuing understanding balance sheets and progress reports. In all cases, if people are to participate, they must "be in the know." Do not try to develop one small cooperative in isolation--it is a dead duck as soon as you leave--develop a federation and a strong center.

Assuming then that the above observations have some validity to the subject under discussion by the committee, what seems to be

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THE NEXT STEP--

Finalize the charter for Joint Venture Services and create a legal body  
Next, and first of all after that, FUNDING OF THE INITIAL PHASE OF THE  
take off

My observations point to about four possibilities. First, possible small  
funding by some of the agencies and organizations interested in seeing Joint  
Venture Services get started. This would involve office space, secretarial  
help, banking services however small, telephone and so forth, with the pos-  
sibility that AID would support and provide the services of Dale Clark to  
test out the idea with two or three projects already in the making. With the  
idea once proven, foundation financing might be attempted--or a symposium of  
all voluntary agencies might be called to discuss the matter with the hope  
that those voluntary services, feeling the idea worthwhile, would agree to  
participate on a percentage of their total budget basis over a few years with  
the assurance that AID would match the funds dollar for dollar in a revolving  
fund. If Joint Venture Services got under way, the two or three groups whose  
members from time to time make voluntary contributions to foreign projects  
might agree to let the goods supplied be sold to the host country project  
and the interest and repayment reverting to the revolving fund of Joint Ven-  
ture Services. This, over a long period of time, would develop into a size-  
able fund. Government officials talked to and ex-government people, were al-  
most unanimous that unless AID policy is radically changed, government would  
go more than half way to help out this sort of development machinery.

There was one warning note by at least three of the outfits doing this  
sort of investment capital accumulation private sector development. It was  
this--TRAINING AND TECHNICAL ASSISTANCE in a very pragmatic form is an abso-  
lute essential and NONE OF THE revolving funds--Foundation for Housing,

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—Cooperative, etc.—WILL SUPPORT the training and technical assistance sector.

Joint Venture Services would have to look to government for the support to carry on the necessary technical assistance and training called for. However, AID, in its new form, may provide for a technical assistance program.

Cooperative League, Farmer's Union and Overseas Development were especially strong on this point. So to summarize and suggest what this memorandum tries to SAY IS

THE GAP IS THERE TO FILL--

1. Start now by completing the legal instruments.
2. Start small with whatever funding possible.
3. Test the idea with whatever government or private assistance possible.
4. Keep the Washington overhead costs at the absolute minimum.
5. In recruitment of technical personnel volunteerism must be stressed and technicians recruited should be strong on pragmatism and held at a level of compensation and competence commensurate with the competence required. No sense in sending out a \$20,000 year agronomist to help plant grain sorghum. No sense to call in a \$30,000 year banker, unless he works for nothing to set up a local credit union or coop.
6. Stay voluntary and try in some way to fund this arrangement without first going to the Government with hat in hand. As many of those interviewed said, "there's plenty for all to do," if you can prove a way to get the job done through the private sector by really tapping the Voluntarism in America, you will have done something that nobody else has really effectively DONE.

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## APPENDIX O

### JOINT VENTURE SERVICES, INC.

Joint Venture Services, Inc. (JVS) was organized in 1969 as a non-profit development organization specializing in training programs among the rural poor. Its initial projects were in the Philippines, India, Guatemala, and the Caribbean. JVS members organizations conduct programs in more than two dozen under-developed countries

The JVS organizers were basically the same group that organized and first directed International Voluntary Services, Inc., the acknowledged prototype to the Peace Corps.

These organizers concluded more than ten years ago that a new type of program was needed to fit new conditions. They structured a program that is different from the typical voluntary agency program. Typically, agencies transfer goods and people; JVS is an enterprise that transfers enterprises.

This means not only the transfer of training and technology, but also transfer of capital and management. This is done on a community-to-community basis. In this approach, the US community-level cooperators place more reliance on the private banking system and less reliance on the public treasury. This approach fits AID's new emphasis. Essential to this JVS approach is a somewhat unique self-help financing procedure that has been tested by JVS for several years.

AID is negotiating with JVS in regard to a grant for a cooperatives training program. The immediate purpose is to launch pilot training projects to improve financial management of cooperatives projects which focus on practical management and operational problems.

A broader purpose of the JVS program is to demonstrate mechanisms which mobilize U.S. community resources--men, money, machines and materials -- and transfer them to LDCs to stimulate self-help in the villages of the deprived.

This financing procedure is an essential feature. Writing in 1971, Mr. Stanley Andrews, a JVS Director who had earlier been Administrator of ICA, an AID predecessor agency, stressed the importance of this self-help financing procedure. The usual approach, he wrote in a letter to JVS President, Lloyd Fisher, "lacks one important thing -- that is a method of financing and putting on a sound basis these little projects which must, if they last, learn to go on their own. The JVS authority under its charter to make loans, issue debentures and create a revaluing fund is a tremendous factor which none of the other do good outfits seem to understand or appreciate

In order to test this financing mechanism, several community-to-community projects have been launched on a pilot basis. The most notable experiment was developed by Mr. Erie J. Sauder, a business man, banker and philanthropist in Ohio. This experiment is the Archbold (Ohio) plan.

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Launched in 1970 this Archbold model has been tested among hill country Indian in Latin America who are deep in poverty and high in illiteracy. The plan works. It is now ready to be mass-produced. The designing of an organization to reproduce this model is the subject of a series of JVS meetings now in progress among JVS leaders.

The original JVS program statement to AID in 1970 gives evidence of JVSs continuity of purpose:

"In developing these pilot projects, JVS seeks to establish a pattern to involve vital private organizations of the United States. In this partnership between public and private organization there is potential to multiply useful projects indefinitely. For example, one organization affiliated with the Joint Venture Services, Inc., has a membership of 100 successful businessmen who are committed to overseas development of the joint venture type. (This is MEDA, i.e. Mennonite Economic Development Associates, whose associated organizations have 700 people in service on all continents.) The fringe of possibilities has not been touched; however, a framework has been established by JVS, and a pattern of operations has been initiated."

Thus far, JVS costs, both program and administrative, have been met through earning and through donations. JVS has received no grants or contracts from AID. A JVS accomplishment thus far has been to demonstrate the enthusiasm with which the American public can support community-to-community self-help development projects.

JVS through its member organizations, can reach out with pilot training to the disadvantage in many parts of the world and train them in practical skills and also in techniques of production and financing. Most important is the fact that they can provide the kind of follow-up that is essential to successful development. The JVS organizers are without exception convinced that they have a better idea for AID's New Direction than the acclaimed program they launched 25 years ago which both Senator Hubert Humphrey and Congressman Henry Reuss announced the model for their respective Peace Corps bills. Among the factors that make the difference is the program for self-help financing. Self-help financing and community-to-community transfer of training, tools and technology, holds promise for the establishing numerous enclaves of productivity and progress in less developed countries.

Cooperatives training projects are presently under consideration for Africa, Latin America and Asia. JVS is making plans for health cooperatives in Guatemala and Colombia which may be financed independently of AID.

APPENDIX P

A PROPOSED AMENDMENT

I offer an amendment to Senate Bill 2420 which is designed to demonstrate that in US/AID overseas development programs: "Self-Help Works"

PREMISES

This amendment is based upon the following premises:

1. The "New Direction" in US development policy, designed to reach the poor, is a sound and attainable goal, but it needs to be energetically and visibly demonstrated.

2. Private sector involvement, a policy repeatedly affirmed by the Congress, may be encouraged by appropriate mechanisms for public/private partnership -- mechanisms which will demonstrate how self-help works at the poverty level.

3. Relevant technology, expertise and motivations reside in the private sector, and particularly at community levels.

4. The shift in AID's direction and emphasis to the rural and urban poor calls for new mechanisms and strategies which emphasize collaboration, integration, individual motivation and community spirit in contrast to sectoral approaches and specialized expertise that characterizes the top level.

APPENDIX P CONTINUED

POLICY

With specific reference to AIDs New Direction it is the policy of the Congress that:

1. Public/private collaboration be encouraged and that private non-profit corporations which encourage productive self-help enterprise overseas shall be recognized, encouraged and assisted.

2. To better achieve AIDs New Direction, mechanisms to facilitate public/private partnership, together with strategies for mobilizing U.S. community resources must be designed, developed and fully tested.

3. In the interest of cost effectiveness and general suitability, yardstick programs should be supported by AID for the following purposes:

a. To measure results and cost effectiveness of self-help programs as compared to other approaches.

b. To demonstrate and measure the impact and the diffusion effect of operational and demonstrational programs introduced at village level as compared to research, budgetary support and infra-structure and other programs introduced at the government-to-government level.



## APPENDIX P CONTINUED

### PROVISIONS

1. It is the will of Congress that the Administrator enter into one or more pilot public/private partnerships utilizing private non-profit corporations for the purpose of mobilizing and directing U.S. community resources into development projects abroad.

2. It is directed that the variety of development tools and services provided in legislation be made available to these demonstration projects which shall typically be conducted on an intergrated rather than a sectoral basis.

3. At the invitation of qualified non-profit corporations, the Administrator may nominate officials of AID to serve as members of the Board of such private non-profit corporations, thus transforming them into mixed corporations.

4. The Administrator shall prepare guidelines governing the relationship between AID and mixed non-profit development corporations.

5. Projects under this authorization may be conducted in the so-called graduate countries.

6. The Administrator shall provide grants for administrative expenses for qualified non-profit corporations which have already demonstrated an ability to operate self-help programs independent of government subsidy. Assisted self-help is the heart, and soul of this amendment. That self-help may be embodied and vitalized in concrete, comprehensive and productive grassroots programs is the intent of the amendment.

## MECHANISMS FOR CITIZEN PARTICIPATION IN INTERNATIONAL DEVELOPMENT

The following article, Farmer as Co-Administrator exhibits four aspects of the "New Partnership in International Development.

1. Partnership between citizen and government. "Participatory democracy" is a current cliché for this devoutly desired dream.
2. Partnership between the "New Political Science" and economics. The political science aspects receive the principal emphasis in this article. The economic aspects are discussed in Chapter IV. A principal economic tool proposed here is the use of loan guarantees to finance self-help enterprises and fund rural centers for on-the-job, self-supporting training.
3. Partnership between U.S. citizen groups and overseas citizens groups. This citizen-to-citizen bridge shifts the development back to the private sector where it belongs.
4. Partnership between means and ends. Economic ends attained through democratic means -- this is the essence. The two are inextricably bound.

### THE FARMER AS CO-ADMINISTRATOR

By DALE CLARK

*The author is in the Planning Division of the Agricultural Adjustment Administration.*

The recent increase in the number of programs which invade branches of our economic life has raised problems with regard to the proper relationships between government and the interest groups. The Department of Agriculture has approached this problem by bringing farmers as a group into active par-

ticipation in the administrative process. The comprehensive set of devices for group representation and consultation with which the farm group has been equipped may play a significant part in better adapting democratic technique to the group pattern of machine-age society. Certainly, it supplies us with a valuable political science laboratory.

With the enactment of the Agricultural Adjustment Act, and in the case of subsequent farm legislation,

administration leaders were faced with the question of how the broad powers delegated to the administrative branch could be exercised in a manner most consistent with our American democratic traditions. Should a corps of experts in Washington make the determinations in connection with the farm program, or should the farm group itself be implemented with devices of democratic participation in administration and policy formulation?

The administration from the beginning had been committed to a policy of encouraging farmer cooperation. Governor Roosevelt in his Topeka campaign address, in which he outlined farm policy, spoke for decentralized administration. Secretary Wallace and M. L. Wilson, Under Secretary of Agriculture, were aware of the unique nature of the administrative task. Early addresses of these and other leaders recognized the need of adapting administrative procedure to the present complex social structure.<sup>1</sup> The farm program was recognized as being not merely an economic measure; it was an experiment in democracy.

#### Active Participation

Various mechanisms were introduced as a means of bringing the farmer into active participation in the administration of the program. These included the county agricul-

tural conservation association with its county committee, the county planning council, community discussion groups, the farm referendum, and the use of advisory committees, hearings, and farm conferences. Taken as a whole, these devices of consultation round out a pattern of functional participation which looks like something new under the sun in the field of public administration.

This whole trend toward democratic participation of members of an economic group in administration seems to be prompted by a realization that the techniques of democracy must be fitted to a society in which the group pattern is becoming more dominant. It is inevitable that farmers and members of other interest groups press for expression and representation in the governmental policies directly affecting them. It becomes a question whether or not regularly instituted procedures of consultation with government should be provided, or whether the group should find its way to government

<sup>1</sup> The philosophy of Secretary Wallace is stated in *New Frontiers and Technology, Corporations and the General Welfare*. Mimeographed addresses of Secretary Wallace dealing with this subject include "The States, the Regions, and the Nation," Nov. 18, 1935; "Economic Democracy in Action," April 20, 1937. Other addresses were "The Farmers Run their Show," delivered by Chester Davis, 1934, and "Agricultural Planning in a Democracy," by H. R. Tolley.

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through informal means, such as the lobby. The importance of this administrative task has been recognized by Secretary Wallace who has stated in his *New Frontiers*: "We are standing on the threshold of a new era of political science, the broad outlines of which are just beginning to emerge."

Agriculture has taken a lead in this new era by providing democratizing institutions. Farmers are now organized into a farm electorate which makes use of conventions, elections, and referenda; they have their judicial procedure with hearings, appeals, and boards of review; and not the least significant is a type of "taxation" to raise from farmers participating in the program funds which defray the administrative expenses of this functional jurisdiction.

An inclusive farmers organization—the County Agricultural Conservation Association—has been set up under federal auspices to cooperate in the administration of the AAA program. In this respect the nature of consultation between the farm group and the AAA differs from those cases in which privately organized farm and labor groups must act on the basis of informal contacts and pressure devices applied from without. The administration has reached into the farm group for a more systematic and uniform type of group representation than could come by chance.<sup>2</sup> The activities of this farmers' associa-

tion merge into the functions of the administration until it is difficult to draw the exact line between farm group and administration.

#### The County AAA Committees

The County Agricultural Conservation Association was the first important step toward a new scheme of farmer participation. Its membership includes all farmers who are participating in the farm program or who declare their intention of participating during the current season.

The purpose of the association, according to the Articles of Association, "shall be to cooperate with the Secretary of Agriculture" in carrying out the provisions of various farm legislative measures. The association assumes the active responsibility for local administration of the AAA program through an elected county committee. This committee makes determinations of farm acreage allotments, normal yield, farm bases, and other facts.<sup>3</sup> Such determinations are of utmost significance to farmers inasmuch as they affect directly the

<sup>2</sup> The structure of the County Agricultural Conservation Committee is outlined in the Agricultural Adjustment Act of 1938. The functioning of the earlier committees is described in an address of January 17, 1935, "Functions and Responsibilities of the County Control Associations" by Claude R. Wickard.

<sup>3</sup> Functions and responsibilities of committeemen are outlined in the "Articles of Association of the County Agricultural Conservation Association."

amount of payment the farmer receives. Committeemen also assist in the educational program by making available to farmers authorized information with respect to programs, conduct hearings and investigations, check on compliance with the provisions of the program, and certify a farmer's eligibility for the benefit payments.

The rôle played by the committeemen has varied greatly in different parts of the country, and from county to county. Committeemen in the Midwestern and North Central states have generally assumed greater responsibility, while in the South the County Agricultural Agent has generally assumed leadership.

As the program has developed, administrative rulings and rules of procedure have come in such number as to make the program quite technical. This has made it advisable for someone to stay with the details of the program. The County Committee selects a Secretary who may be the County Agent. To discourage farmers who would like to make a "county job" out of their committee membership, the AAA has in some regions placed a limit on the number of days per month (in some cases 6 days per month) in which a committeeman can serve officially.

In the selection of county committeemen all farmers signed with the program are eligible to vote.

Elections are held in each community for the purpose of selecting delegates to county conventions where the three county committeemen and two alternates are selected.

Nowhere is the unique relationship of government to group better exemplified than in the manner of election of county committeemen and in their lines of responsibility. A committeeman having been voted in by an electorate of farmers can scarcely be called a public servant. Yet, his position is certainly different from the elected representatives of private farm organizations, for he is acting in an association set up in accordance with a legislative act of Congress. He does, in fact, have some quasi-official status; he is an elected local administrator serving an instrumentality of the government.

The manner in which administrative expenses are paid further illustrates this unique relationship. A type of functional "taxation" is in operation. Pro rata deductions are made from the farmer's benefit payments. Proceeds are used to pay for the expense of the county office and per diem of AAA committeemen.

With so many necessary decisions affecting the income of the farmer, it is inevitable that many differences should arise and require settlement. Something resembling a judicial function is therefore included in this agricultural democracy. The

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farmer who disagrees with the base established for his farm may appeal his case to the county committee or to the state committee (both of which are composed primarily of farmers), and finally to the Agricultural Adjustment Administration in Washington. If farmers of a county feel that their allotment is low, or if they object to a required farm practice or a rate of payment, they may appeal to the state committee, and then to Washington.

The right of farmers to recall their elected county committeemen is nowhere specifically provided. Nevertheless, there have been cases where farmers, regarding themselves as the paymaster of the local committeeman, have taken steps to oust servants they have regarded as unsatisfactory. The procedure was for the original delegates selected at the community election to meet in a special convention to make another selection for the position. There is seldom occasion for such action inasmuch as the annual elections give them ample opportunity for a turnover of committeemen.

#### The Farm Referendum

The farm referendum is an excellent example of the evolving relationship between government and the economic group. The farmer votes not by virtue of his citizenship in a political jurisdiction, but because

of his membership in a functional group. Something akin to legislative activity on the basis of group is here exhibited. The farm electorate by secret ballot can determine whether or not the provisions of an Act of Congress are to be made effective.

Referenda are held under provisions of the Agricultural Adjustment Act.<sup>4</sup> When supplies of specific commodities reach certain high levels defined in the law, marketing quotas must be announced and referenda held to determine whether a two-thirds majority of farmers voting in each referendum favor the quota. Unless at least two-thirds of the farmers voting desire quota restrictions, these restrictions will not be enforced.

The farm referendum differs from the usual referendum where a law or policy is referred for consideration of the eligible voters of a territorial area by their legislative representatives. In the former case, a legislative act is submitted not to the people it represents but to an economic segment which may render it inoperative by so voting. The situation is similar to action taken by the state legislatures in accordance with enabling acts whereby they become eligible to receive Federal aid.

The farm referendum is a means of specializing democratic

<sup>4</sup> Sec. 336, Agricultural Adjustment Act of 1938.

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activity. It isolates from the complexity of public questions a segment of subject matter which is nearer farmers, and about which they are familiar and in which they can more intelligently participate. Through such simplification the referendum may obviate some of the shortcomings of our party politics of the past which, in the words of Lewis Mumford, has been "so remote from the thick tissue of actual life that a voter might vote every election without touching on a single issue that concerns his immediate life. . . ."

Some idea of the participation in the farm referendum may be gained from the cotton referendum of December 17, 1938. Ballots cast numbered 1,169,633. Of this number, 983,903, or 84.1 per cent, voted in favor of the marketing quota. An estimated total of 2,300,000 cotton farmers were eligible to vote.<sup>5</sup>

The farm referendum stimulates interest and participation in farm questions, and it is useful in measuring farm opinion. There is also evidence that the referendum may exert a healthy democratizing influence. Many a forgotten tenant has found that he counted for something. His vote is sought; and he enters the polls on equal terms with his landlord. Where the contest has been uncertain, farmers favoring, and those opposing the quota restrictions, are encouraged to take precautions against tenants

being made victims of unsound argument from the other side. Effort have been made to get low-income farmers out to educational meetings where they had formerly been left out.<sup>6</sup>

#### County Planning

County planning is probably the most ambitious and difficult of the various plans to secure farmer participation in administration. It provides for the organization of Planning Committees at community, county and state levels through which farmers cooperate in policy making.

County planning has had a brief but interesting development. It has its beginning with the Triple-A program. Many farmers as well as administrators felt that means should be provided for democratically planning programs rather than formulating them at the top. There was little time at first to develop such machinery because the emergency nature of the situation demanded prompt decisions and speedy action. As soon, however, as attention could be directed toward the more permanent aspects of the program, the County Planning project was launched. Some complaint was heard during the first years of

<sup>5</sup> United States Department of Agriculture, Press Release of Jan. 7, 1939, "Official Results of 4 Referendums."

<sup>6</sup> This situation was observed by the writer in several Kentucky counties at the time of the Burley tobacco referendum of 1938.

its operation as part of AAA on the grounds that farmers were merely doing "busy work" in the planning meetings and that recommendations had little or no bearing upon the programs.

It was evident that if county planning was to fill a much needed rôle it must broaden its scope to plan for farm programs other than AAA, that it must center its attention on the local problem, and that it must be enlarged as a principal activity of the Department of Agriculture. This has since been provided in what has become known as the "Mount Weather Agreement."<sup>7</sup> County planning has thus emerged with a new status, and is occupying an important place in the present reorganization of the Department. It is being formalized in memoranda of agreement now being signed by the land-grant colleges and the Bureau of Agricultural Economics.

Agricultural County Planning is to be projected in the 3,000-odd counties of the United States. The county is the principal planning unit, but farmers committees will be organized on the state and community level to correlate and to extend the effectiveness of planning operations. Some 300 to 600 counties will be organized for the more intensive work during 1940.

The County Planning Committee is composed mainly of farmers,

with non-voting membership being extended to representatives of various action programs operating in the county. Thus expert and layman are brought together. The County Agricultural Agent assumes active leadership in setting up the committee and assists with the technical and administrative work. The line of responsibility runs from the County Planning Committee to a steering committee on the state level composed of the Director of Extension, Director of Experiment Station, and State Representative of the Bureau of Agricultural Economics. The office of State Representative of the Bureau of Agricultural Economics has been provided in order to carry out the Mount Weather Agreement. The State Representative is a member of the staff of the new Division of State and Local Planning in the reconstituted Bureau of Agricultural Economics. In most states a state project leader is designated by the Director of Extension.

<sup>7</sup> See Joint Statement by the Association of Land-Grant Colleges and the Department of Agriculture (known as the Mount Weather Agreement). This is a statement of objectives and general procedure for land-use planning agreed upon by representative Land-Grant College officials and Departmental leaders, July 8, 1938. Other bulletins relating to County Planning are "Memorandum of Understanding" of March 11, 1939, between the Bureau of Agricultural Economics and other Bureau of the Department of Agriculture, "County Planning Work Outline Number One," and "Procedure for Developing a Unified County Program."



to direct the state's participation in the planning work. Thus a new channel is opened up between the farm and the Secretary of Agriculture.

At the county planning meeting it is usual procedure for farmers to take inventory of their local problems and consider possible solutions. The Committee considers the needs of the county in relation to the various national programs active there. With the AAA, the FSA, the SCS, the FCA, the WPA, the NYA, the CCC, the Social Security Board, and the Public Health Service active in their borders, there is a real need for local people to set goals as a guide to the various agencies. Each of these agencies may deal directly with but a fragment of some larger problem. There is need for team work with local residents helping to point out the unified objective and thus avoid duplication and cross-purposes. Actual experience has shown that the planning committees have been quick to detect inconsistencies, and that they may exercise a considerable degree of supervision and control over local operations.

#### Discussion Groups

Farmer participation in administration and planning cannot be made genuinely democratic merely by providing institutional arrangements. Only free access to unbiased information and free discussion of

the problems involved can insure a democratic approach.

Recognizing the importance of educational procedure to the successful operation of an "agricultural democracy," a program to organize farmers' discussion groups was inaugurated in 1935. Under Secretary of Agriculture M. L. Wilson was the chief sponsor of this idea and Dr. Carl F. Taeusch was brought in from the Harvard School of Business Administration to organize the work. It is now carried on by the Program Study and Discussion Section which is to be a part of the reorganized Bureau of Agricultural Economics.

Part of the work of the Section consists in stimulating the organization of informal neighborhood groups. Farmers are encouraged to devote part of the program of their regular farm, civic, or church organizations to discussions of their economic problems. No effort is made to "sell" any program. A consideration of underlying questions is encouraged; likewise a critical examination of the operations and the need or adequacy of the various programs. As part of the discussion group program farmers are trained in the discussion technique, the forum, and the panel. Pamphlets are prepared which aim to stimulate discussion on both sides of the question.

A further activity of this Section is in the schools for agricultural ex-

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tension workers and other field employees of the Department of Agriculture. Some fifty of these schools have been held. Critical examination is made of the assumptions underlying public programs in lectures and in panel and conference discussions. The government workers in attendance are given leadership training on discussion group technique with a view of extending this method in their local districts.

In the foregoing discussion, it has been possible to sketch but briefly the various devices by which the farm group is enabled to participate in public programs. This participation applies to policy formulation, program administration, and even to the educational process.

This trend toward more active cooperation between government and the farm group seems a natural development in view of many present-day factors. The administrative

branch with its trained experts can, in consultation with the interest group, better handle many of the intricate problems which are now thrust upon over-burdened legislature. Furthermore, there is evidence that the political party is proving inadequate to interpret the complex public will. Finally, in an era when problems are expressed more and more through functional channels, government should make some adjustment of its mechanism.

The Department of Agriculture in the administration of its farm program may have made significant steps in the direction of adapting the democratic process to the group structure of machine-age society. Perhaps it has in a measure justified its claim, that it is not merely engaged in the administration of a farm program, but is an experiment in democracy.