

...UNDERSTANDING OUR ROLE IN A CHANGING WORLD

A Working Paper on
Private Sector Initiatives & Processes

Commissioned by:

Office of Private and Voluntary Cooperation
Bureau of Private Development Cooperation
Agency for International Development

and

Charles F. Kettering Foundation
Dayton, Ohio

under Contract No. AID/SOD/PDC-C-0413

Prepared by:

Irene Pinkau, Director
Development Services Cooperation Project

Washington, D.C., January 31, 1981

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PREFACE

At the start of this new decade that leads us twenty years hence to the year 2000, we are vividly aware that the increasing global interconnectedness, the limitations of natural resources and the alienation between peoples of different cultures and convictions are reaching deep into our daily lives. The dwindling oil resources plus the staggering increase in their price, the 444 days' confinement of the American hostages in Iran, the growing stream of refugees in Africa, Asia and elsewhere, the spread of hunger among the peoples of the world, the decline of the U.S. dollar - all add emphasis to the fact that world conditions have changed significantly since the optimistic onset of the development era in the late 1950's. The question now is whether we will merely react to these influences as they touch our daily lives or whether we will prepare ourselves to meet their challenges and thus become responsible actors in shaping international relations.

Today, an understanding of world conditions and their trends plus participation in shaping the relationships between the peoples of this planet earth are a necessity for all Americans whatever their background. Understanding world conditions and participation

in shaping international relations are twin issues that concern not only the educated, the affluent or those engaged in international business, they must involve all Americans because it is the maturity of a citizenry and electorate that will decide our future and the future of our children. In fact, this is true for all nations of this world. It has become an imperative for national interest and security that citizens understand their role in the global context and participate in the shaping of a new meaning of relations between peoples. It is a process that must go on despite differences, social and economic conflicts and against all odds. We are no longer self-sufficient to ourselves (if we ever were!) and we cannot remain ignorant and aloof to the needs of our partner earthlings in other countries. It is a process for which there is no option if humankind is to survive on this limited planet.

It is the aim of this Working Paper to recommend a process by which new insights into the ever changing world conditions that affect our daily lives are provided. While the attainment of communication skills and some knowledge about various cultures and global problems are pertinent to world understanding, no person can be expected to know all the issues and comprehend the entire complexity of our interconnectedness. Of key importance, however, is the ability to form consensus despite our diversities and to gain new insights from this process. Consensus forming processes and new meaning of our relations with other peoples cannot be taught in classrooms, nor can they be agreed upon in international conferences. They require the interaction of ordinary citizens from various

cultures and nations who would mutually engage in working toward solutions of their social and economic problems. It is in the encounter in small and local groups that the new meaning emerges.

It is this intercultural experience that is at the core of gaining world understanding and participating in the shaping of international relations. It is here that the private sector, philanthropic institutions, voluntary agencies and business, can make their major contribution.

This country was built by private initiative and voluntary action. It has changed and responded to new challenges with the same forces and commitment. Long before governmental foreign aid started, private and voluntary organizations were involved in providing food, emergency shelter and medical attention, basic education and technical training to people around the globe who most needed that help. They led in creating exchange programs to provide students with a learning experience in another country. They established foreign volunteer services to furnish voluntary manpower for work projects in other countries to meet basic needs and build peace long before the Peace Corps was founded. True, their efforts were a drop in the bucket in an ocean of needs, but they did set an example for others to follow. The question is, whether again they will set an example and reach out beyond their constituencies to the American people and the people of other countries to help them gain better world understanding and participate in the shaping of their relations with each other.

This Working Paper is a plaidoyer to the private sector and to

those in government who effect public policy to take up this cause to provide American communities with a perspective of their global interconnectedness and of opportunities to participate in shaping their future. It addresses voluntary agencies involved in development and emergency aid, those concerned with global or development education at home. It calls on philanthropic institutions, universities, foundations, churches, schools and business to adopt a global perspective to all facets of their operations, and to reach out to the American public in order to involve them in the process.

This Paper focuses on a common vision for the American citizenry to achieve a world understanding that embraces "us" as humankind. Based on an earlier study entitled "Volunteer Services in the Global Learning Process"²⁶⁾, its purpose is to provide a basis for review and decision by the private sector and by government.

Three questions are considered:

1. Why world perspectives?
2. What are the realities and needs in America communities?
3. What course of action would meet these needs?

I am grateful to the Bureau for Private and Development Cooperation of the Agency for International Development and to the Charles F. Kettering Foundation for this opportunity to focus on this most important concern and task. To the many officials of private institutions, voluntary organizations and governmental agencies too numerous to mention here, I extend my deep appreciation for their comments, encouragement and warning signals. Their

names and organizations are listed in Appendix 2. Certainly not last, my thanks go to Dorothy Leavitt who made the impossible possible and helped to complete this paper - yesterday.

Washington, D.C., January 1981.

Irene Pinkau

CHANGING WORLD CONDITIONS
DEMAND A NEW PERSPECTIVE

At the start, the question: "Why at all?" must be answered. Probing the causes that demand action at a given time and place will set the conceptual ramifications for a response. The identification of these various demands will provide the basis and justification for private institutions and voluntary organizations to devise their policies and programs.

Why do we need a world perspective?

FROM DEVELOPMENT AID TO GLOBAL INTERCONNECTEDNESS

Our innocence of the 1950's when foreign development aid to countries in Africa, Asia and Latin America started as a program with achievable goals in view has been shattered. It has been overtaken by the realization that what we describe as development problems is not confined to the national perimeters of a specific nation but is caused by global conditions. These conditions are not static. They expand and change at an accelerating pace affecting each individual country and each local community. We do not - yet - know where these social, economic and environmental changes will lead

us, when and how new relationships between peoples will stabilize and what new orders will emerge. What we do know is that they reach deep into the existence of our communities and touch the daily lives of all citizens - in the United States and every community throughout the world. There are no separate futures for any of us.

What are the changes in world conditions that have jettisoned the quite placid international relations of the past into a new quality that requires new insight?

Here are some facts:

- ... by the year 2000 the world population is expected to reach 6 Billion people - at the beginning of the "development era" in 1950 only 2.4 Billion populated the globe (World Bank);
- ... a recent World Bank survey estimates that of today's 4.2 Billion people, 1 Billion suffer from hunger and about 2.1 Billion (that is 50%!) of the world's population is undernourished;
- ... in 1940 there were 90 nations sharing power on this globe - today that number has increased to close to 160 states;
- ... between 1975 and the year 2000 an additional 500 Million people will seek employment (World Bank);
- ... between 1975 and the year 2000 basic needs of food, housing, clothing, health care, water and sanitation, transportation must be met for an additional 2 Billion inhabitants, costing an estimated \$30 Billion annually during the 1980's alone (World Bank);
- ... by the year 2000 about half of the world's population is expected to live in cities: developing countries will have an estimated 40 cities with about 5 Million residents in each (compared to only 12 in industrialized countries), while 18 cities are expected to have 10 Million inhabitants or more (World Bank);
- ... in the United States today, 1 out of every 6 jobs depends on exports, and 1 in 3 acres of farmland produces for foreign markets.⁹⁾ Already 38% of American exports go to Third World countries.

More precisely: What are the conditions and forces that have globalized the issues we originally perceived as problems of the Southern part of our world?

At the core, development problems are human problems - they concern the basic needs of humankind, of us:

- to survive and maintain life: food, clothing, shelter, and basic education;
- to have access to employment, lifelong education and justice;
- to participate in and contribute to the community and the nation as a whole.

Today, meeting basic human needs represents no separate call for us or the developing countries. Poverty and equal opportunity have become world problems that have twin roots not merely in lack of supplies vis a vis overwhelming demands but also in social and economic structures that go way back to the time of industrialization and colonial relations between the Northern and Southern parts of the world. The question is, whether we will be able to remove barriers, change attitudes and value preferences to not only ensure the survival of people everywhere but help them solve these problems themselves humanely and peacefully.

Global problems are caused or maintained by social and economic structures that have resulted in worldwide imbalances in three major areas:

- in production output, income distribution and consumption patterns;
- in access to resources, manufacturing and markets;
- in opportunities for education, employment and upward mobility of people.

Structural imbalances exist not only between developing countries or, say, the oil exporters and industrialized nations of the North, but also within single nations between the rural and urban population, the educated and the uneducated, the ruling classes and the ruled. Structural imbalances are the issue in the international discussions to remove or establish barriers in international trade and capital flow. Correction of these distortions is essential for developing countries to survive, achieve self-reliance and maintain self-respect. But of equal concern are the needs of industrialized countries to keep their economies afloat and productive, to maintain employment and access to raw materials at a price that stems inflation. These are sensitive issues that touch raw nerves in each nation; there are no easy or one-sided answers. The debate, since 1974, on a New International Economic Order reflects the problems embedded in current world conditions. While the discussions in the United Nations and at the North:South Tables are most important to identify the conflicts and to point to new directions - the ultimate answers will emerge from the peoples of the world, from citizens in local communities as they re-arrange their value preferences, overcome alienation and develop mutual understanding.

Global problems are aggravated by instantaneous worldwide communication and a transfer of science and technology both of which carry the imprint of the culture of industrialized nations. They are under scrutiny today. The kind of technology used is a continuous issue in countries of both the South and North. An appropriate technology that keeps people employed, maintains a safe and livable

environment, does not alienate people and sustains economic growth would represent a responsive state of the art. We can be proud of our achievements in communications, science and technology; but we should be cautious in transferring them to other cultures and value systems. We should be aware that our exports of education, machinery and technology do not only spread our solutions to problems but also our errors. For we ourselves have not mastered the problems in our schools and universities, at the workplace in agriculture, industry and human services. The past two development decades have taught us that we are in the same boat with all other nations on earth in the endeavour to solve our global problems as partners.

Global problems are fostered by the way we register and research foreign relations exclusively from nationstate to nationstate. It prevents a clear picture of the extent of interconnectedness that exists between peoples of the world. The state-centered view of the world, Chadwick Alger argues,³⁾ keeps citizens ignorant and creates "insular" images in communities that foster isolationist perceptions. The fact that foreign relations are conducted at the national level, whether by government, business or private organizations, demonstrates the state centeredness of international relations and the remoteness from the citizenry.

In praxis, however, foreign relations are increasingly shaped not by singlehanded national decisions but by those worked out in international bodies. Foreign policy and diplomacy have, for the most part, become "world interior politics" - a fact largely ignored and seldom perceived in our daily actions. Yet, it is

the members of the local community who keep business going, invest their savings here or abroad, travel overseas, support voluntary foreign aid; it is their tax dollars that finance foreign policies and development aid; it is their vote that gives government its power to conduct international relations on their behalf. The city as a whole is as much an actor in international relations as the nation as a whole, Chadwick Alger asserts³⁾. Thus, problems cannot solely be solved through nationstate relations and decisions in United Nations bodies. They require as an "underbelly", a strengthened and visible network of local community relations around the globe.

Finally, global problems are related to individual perceptions and relationships. In the minds of most people, "development" is associated with "aid" - with "giving from us to them". By extension, foreign aid is associated with giving from our surplus (a very small proportion) to fill the most urgent needs of the poor nations. Yet, we have come to realize:

- ... that gaps between the rich and the poor nations have grown despite all aid efforts;
- ... that imbalances cannot be eliminated by charity from "us" to "them";
- ... that friends cannot be won by keeping peoples in "receiver" roles.

We have come to realize that the "giver:receiver" thinking and aid relationships do not do justice to the changed world conditions, to the fact that it is "us" who must survive, and can prosper on this limited earth - irrespective of whether we happen to be born in the United States or Bangladesh.

After two decades of development assistance we have come to understand that the causes of poverty, hunger, lack of access to education and employment, upward mobility and well being not only concern imbalances in the system, but reside deeply in the nature of human association and perception of power, cultural traditions and value preferences. Global problems have their roots in values growing from different cultural, religious, political and social groups and the protection of their "turfs" and influences that go with human association.

We have also learned that individual citizens do count in solving development problems. Their participation in international relations is essential to shape interconnectedness and collaboration on this globe.

This is where we stand today.

These are the reasons why, in the theme of this inquiry, we can no longer speak of "development education" but must address the broader view of "global learning processes".

These are the reasons why participation in mutual international relations must be part of that process.

These are the reasons why global learning must address ordinary citizens and communities because it is their understanding and their actions that will determine our relations with the citizens and communities of other lands.

MOVING FROM CONFINED LOCAL TO GLOBAL PERSPECTIVES

...is no longer an option.

For the sake of survival and humane conditions it has become

imperative for the national interest of all countries that their citizens think and act with insight into the world conditions that affect their daily lives.

A process is required whereby kinship altruism is developed beyond family and nation, and loyalties are extended to us as a global community.

It is a process which requires intercultural interaction by ordinary citizens of different backgrounds placed in problem solving situations. From such consensus forming among conflicting and culturally different parties new priorities will emerge and - if accepted in the community - new values responsive to the problem in question will be established.

It is a process that cannot be achieved in classrooms or international conferences, or deliberations around United Nations tables - important as are teaching or working out of agreements among nationstate representatives. The new values evolve from a broad social process of participation by the electorate and the citizenry at large.

These are the reasons why the process cannot take place without the philanthropic institutions, the business community and voluntary organizations carrying the ball.

These are the reasons why the private sectors cannot continue doing foreign or domestic business "as usual". To be responsive to their clients and customers, and justify their existence in today's world, they need to gain a global perspective as institutions and provide the same opportunities for those they serve.

INTERCULTURAL INTERACTION -
THE CORE OF THE GLOBAL LEARNING CONCEPT

There are many ways to probe the underlying rationale for global learning. Here, the questioning of the causes that have shaped current world conditions - and continue to shape them - have guided the way. They now determine the features of a concept for broad public global learning processes.

The concept consists of four program components and corresponding objectives:

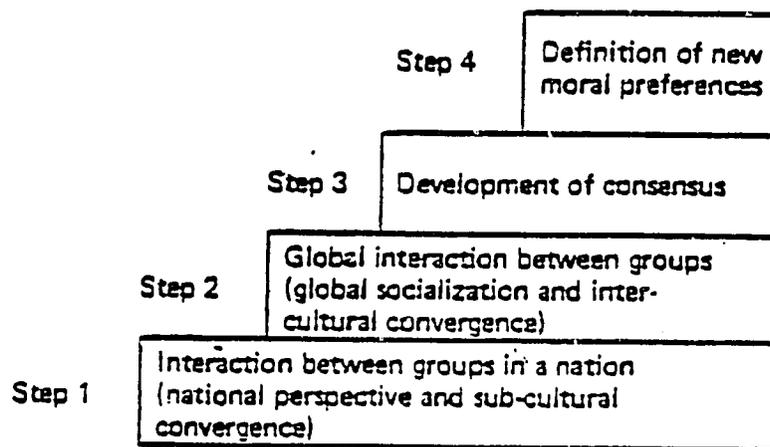
<u>The Program Components:</u>	<u>The Objectives:</u>
1. Experiencing intercultural interaction;	- to build peaceful relationships and learn how to form consensus despite cultural diversity and differences of conviction;
2. Developing communication skills;	- to learn how to effectively communicate in another culture;
3. Building knowledge;	- to obtain facts and to understand the workings of social and economic structures and "turfs" on the development of people;
4. Gaining and sustaining world perspectives.	- to reach new value preferences and understanding of the values of others.

While all four components are interrelated and act upon each other, there is a certain order of priority.

Granted that certain communication skills and knowledge must be transmitted in preparation for interaction, it is the experience in intercultural situations that builds, forms and secures not only skills and knowledge but new insight into one's own priorities

and the priorities of others. In adopting Ali Mazrui's point²²⁾: "...to have new values accepted is, by definition, a question of consensus...", and: "...we see consensus as a problem of building up supporting values, and we see the latter as an outgrowth of cultural convergence", the following diagram of an earlier evaluation²⁵⁾ reflects the stages of intercultural interaction:

PROCESS TO DEVELOP NEW GLOBAL PREFERENCES



What does the diagram mean?

First, intercultural interaction is characterized by purposeful work in real life situations involving ordinary citizens of various backgrounds and nationalities. It is conducted in partnership that entails:

- mutuality in coping with problems;
- parity in terms of participation; and
- reciprocity in "giving" and "receiving".

In other words, programs such as foreign study or student ex-

change can be considered intercultural interaction in this context only if they lead out of the confined academic culture, which is quite similar around the globe, and entail problem solving encounters with ordinary citizens in communities of host countries.

Also, consensus forming in intercultural interaction should not be construed as compromise. It is a mutual process among equal partners, a growing toward each other, a mapping of areas of common understanding and truth, an identifying of differences, a joint assessment and decision making. By placing the process within the community, the global issues are cut down in size and solved as they play themselves out at the local level.

Further, new priorities that emerge from the consensus forming process can manifest themselves in a new policy statement, program plans or action. They become a new norm, or value preference, when they have been accepted by the community and later followed by society at large. For example, this seems to be the case on the issue of foreign oil dependence and the cost for energy. New priorities for energy consumption have begun to take hold and become new norms for community behavior.

Finally, intercultural interaction begins at home. This country has the advantage of a multicultural make-up of its citizenry that mirrors the global society. Most of its people arrived poor and full of hope yearning for free participation to make it on their own. Freedom and participation are the hopes of most other people around the globe. In other words, this country is still the "demonstration project" for the world to test whether peoples of

different cultures, of their free will, can mutually solve their problems, stem alienation and develop kinship relations despite their diversity. Thus, global perspectives on the part of the citizenry is not merely a requisite for international voluntary organizations or overseas businesses; equally, a world outlook is demanded of the private sector that primarily operates at home.

Second, development of communication skills should not be seen simply as the technical mastering of a foreign language but as an immersion into the culture and the quality of thought embedded in language.

Third, building knowledge is not just simply the transfer of information about a country, a culture or a global problem. Nor is the amount of information all important - in fact, too much detail may cloud the picture and confuse the learner. What is important, is the depth of knowledge on any one issue: A vertical review through a single issue - one could call it a learning package - that builds depth of knowledge and helps a person to feel safe in the understanding of a small section of a vast field. Such insight into one issue is a tool for the learner to draw analogies to other world problems. Many private and voluntary agencies have their development education, world hunger projects and others designed in such learning packages that are valid for broader use in schools, adult education training of business executives and other community programs.

Fourth, global perspectives can be gained from intercultural

experience, communication skills and knowledge transfer - but not as an automatic outcome, a happening. Merely passing through the three stages can well turn out contrary to expectations in reinforcement of prejudice, intolerance and domination. The gaining of global perspectives requires support throughout the learning stages, bringing conflicts into the open and assessing their components, weighing alternative solutions, deciding on outcomes that do justice to all those involved. To obtain and retain global perspectives is an ongoing effort.

We do not know how world conditions will change in future, what new forces will influence the role of nationstates in solving global problems, how our lifestyles will be altered by the increasing interconnectedness. What we do know is that a global perspective will help us through these changes, will guide our judgement and sustain us when we have to cope with the influences of world conditions on our lives.

PREPARATION FOR AN INTERCONNECTED WORLD

"What are the needs of the American people?" is the second question once the causes and conceptual ramifications are clarified.

"What are the realities of American interest or apathy toward world issues?"

"What sectors of the community and the society at large need attention?"

"What kind of attention is needed?"

Ambassador John E. Reinhardt, addressing the National Policy Conference for Higher Education, voiced the concern of many²⁷⁾

"...we, as a people, are not sufficiently preparing ourselves for the world in which we must live...we neither appreciate the role of ideas nor their force...we have not the interest or the knowledge or the skills required to deal effectively with other societies..."

Here are the realities:

Lack of Interest:

... less than 1 percent of college age Americans are enrolled in any course that focuses on international issues or areas;

- ... less than 2 percent of high school graduates have any foreign language competence;
- ... less than 5 percent of the teachers being trained today have any exposure to international or area studies 27).

Innocence of Simple Facts:

- ... 50% of the American people did not know that we must import petroleum to meet our energy needs (Gallup, 1978);
- ... 66% of Americans cannot name any United Nations agency (Gallup);
- ... 40% of the high school seniors think Israel is an Arab nation 9).

Business' Productivity Depends on Foreign Markets:

- ... 1 out of every 6 jobs in this country produces for export;
- ... 1 out of every 3 acres of farmland produces for export;
- ... about one out of every three dollars of corporate profits derives from exports and foreign investments 9).

Yet, Business is Unprepared:

- ... there are about 20,000 Japanese businessmen in New York who speak English and approximately 1,000 American businessmen in Tokyo most of whom speak no Japanese;
- ... when Chevrolet comes out with a car named "Nova" it is no wonder that it does not sell in Latin America because "no va" means "does not go" in Spanish 31).

Provincialism in Media Coverage:

- ... current average coverage of international events in newspapers that are regularly read by Americans is less than one-half column a day;
- ... only one to two percent of the average television week on commercial networks feature international

aspects - the lowest average of 100 nations surveyed by UNESCO (runners-up are the USSR and the Peoples Republic of China) 12).

Philanthropic Contributions are higher here than in most countries - but the proportion of donations for international and global affairs is low and decreased during the 1970 decade:

- ... corporate contributions from 796 major U.S. businesses to foreign affairs oriented organizations decreased from 4% in 1968 to only 0.9% in 1975 21);
- ... only about 100 Foundations made any grants whatsoever in the international or transnational sector amounting to only 3.5% of their total, in 1976; and of these contributions only 1.5% was spent in the U.S. for international affairs development and global learning activities 13).

U.S. Governmental Support is Diffused and Declining:

- ... 31 federal agencies were authorized in 1978 by 42 separate pieces of legislation to administer 159 international exchange and training programs totaling \$659 Million 31).
- ... the Fulbright-Hays Exchange Program declined in actual dollars by 30% between 1967 and 1978 - and only 0.01% of the 1% of college and university faculty spending abroad each year is sponsored by this program 31).

Most of these programs do not aim at intercultural interaction of ordinary citizens as spelled out above. Only in small proportion do they take into account the experience and resources of the broad spectrum of private and voluntary organizations devoted to development assistance and international partnerships.

In contrast, the Canadian International Development Agency (CIDA) spent 5% of its Non-Governmental Organizations budget in 1979 for public participation programs in Canada. In the Netherlands,

the Ministry for Development Cooperation spent in 1978/79 U.S. \$5.5 Million on public development education, including salaries for 200 community coordinators. Sweden's International development Agency administered in 1978/79 a budget of U.S. \$4.8 million through private and voluntary organizations to raise the awareness of the Swedish public regarding development problems and international relations between the countries of the North and the South ⁶⁾.

These facts tell a story. The lack of interest and the decline in commitment in world affairs affect all parts of the tapestry of American society. The increasing linguistic isolation not only hurts business exports, it affects unemployment in this country as the decline in competitiveness in the auto industry testifies. The linguistic isolation also reduces our ability to communicate with and understand people from other cultures and nations - it reduces our chances for success in foreign relations and peaceful solutions to international conflicts. That none of the Americans in the Embassy in Afghanistan speak Russian, that few of the American hostages in Iran spoke Farsi, that there was not one American expert in Vietnamese affairs at any of the U.S. universities at the start of the American involvement in Vietnam ³¹⁾ are only examples in point.

More precisely, there are four major areas of needs:

COMMUNITIES NEED AWARENESS AND PARTICIPATION

Citizens are not aware of the extent to which their daily lives are interconnected with citizens in other communities around the

world.

Further, citizens lack opportunities to participate in the discovery of their local interconnectedness with other parts of the world - yet participation is the path through which a deeper sense of knowledge and understanding is achieved, one that creates new value preferences.

Finally, residents of local communities are remote from international relations that affect their daily lives - yet they are the taxpayers and voters that make them happen. The increasing need to solve national problems in international collaboration has opened a gap between the local communities and the national actors in foreign relations - be it the Department of State, the headquarters of private organizations or business. To close this gap, an "underbelly" of direct international relation between local communities around the world must be developed. Such two-way partnerships will build knowledge and understanding between ordinary citizens of different cultures which, in turn, will generate the necessary maturity and support for the national role in the international arena.

Three examples are in order.

The "Columbus in the World - the World in Columbus" project focused on community awareness and local participation in the discovery of existing interconnectedness. The 582,000 inhabitants of Columbus, Ohio, had these two-way connections with other communities in all regions of the world in 1972⁵⁾ :

- From Columbus:
- 29,000 tickets were bought in Columbus to foreign cities;
 - Columbus businessmen made 1,190 trips to all regions of the world;
 - \$134 Million of goods were shipped from Columbus to foreign destinations;
 - \$3 Million were sent overseas by Columbus churches;
 - of the 318 voluntary organizations, 126 conducted international activities: 10 provided social and economic assistance; 11 had contact with international organizations outside the U.S. and a total of 21,000 man hours a month were spent by them on international activities.
- To Columbus:
- some 17,000 foreign-born residents in 1972 lived in the Columbus area;
 - over 1,100 foreign visitors were hosted by community groups.

The "Columbus in the World" project involved a broad range of community groups, high school and college students, business, the Mayor and City Council in the survey to collect the data and in their subsequent assessment. Community involvement, stimulated by the extent of citizen participation in the case of Columbus demonstrates:

Awareness results in new ways of action: "If our community is that much involved in international affairs, we ought to be able to achieve more around here" ⁴⁾, was the response of the citizens of Columbus. Community groups formed the "International Council of Mid-Ohio"; they established a "Youth Education Committee" to support global studies in schools and train teachers; they created "Resources International" to mobilize local and outside resources to support global education programs in the community; local

businesses and international programs of the private and voluntary organizations became integral to these community actions and, consequently, broadened their local basis for outreach and participation.

Further, citizens were able to make a distinction between different types of international relations; their nationstate view was broadened and supplemented by a view of the community interconnectedness that exists around the world. Consequently, they took a positive attitude toward participation in international relations between communities without solely relying on the international divisions of agencies which have their base in Washington or New York.

They established themselves as responsible actors in support of international causes and relations. They no longer merely reacted to conflicting messages concerning foreign affairs, they were developing their own opinion and making choices.

The second example concerns "Sister City International" of the Town Affiliation of the U.S., Inc. and the "Peace Corps Partnership Program". Both are long established endeavours of international partnership between American and foreign communities. To take the "Sister City International" experiences: By 1979, 683 U.S. cities were affiliated with 917 sister cities in 77 foreign countries. Local committees with individual and corporate members are the actors in this direct community to community partnership. They design and conduct a broad variety of cooperative programs of mutual exchange of people, ideas and materials. The National Association is a membership organization of U.S. cities involved

in Sister City programs and assists in the establishment of new relationships, the expansion and improvement of programs, such as: cultural exchange, technical assistance and exchange of technical expertise in any field in the life of a city, educational programs and students exchange, volunteer development and youth leadership training. In our context, the example of the School Affiliation Program between the school systems of two sister cities focuses on opening schools to a global perspective through two-way collaboration between students, teachers, administrators and boards. Another example is the "Global Perspectives Workshop" for business leaders and educators of U.S. communities. It is built on the "We Agree" Workshop¹⁵⁾ and helps to build local knowledge on changing world conditions that will affect community to community relations.

"Sister Cities International" primarily concerns the relationships of industrialized population centres (61% have more than 50,000 inhabitants) and the majority are between localities in industrialized countries. This program is a beginning that must be expanded to smaller communities in rural areas and especially with developing countries.

On a more personal level the operations of the "Friendship Force" which was organized in 1973 in Atlanta, Georgia, should be cited. The Friendship Force involves civilian diplomacy and calls for exchange visits of fairly large groups of Americans with their foreign counterparts. For example, June of 1978, despite cooled official relations between South Korea and the United States, a

group of 272 Americans from six cities in the State of Washington visited South Korea, while a like group of Koreans spent comparable time in the State of Washington. These visits are unlike the usual tour groups. The Americans and the counterpart foreigners, in addition to visiting places of historical, cultural and industrial interest, live for several days in private homes, participate in community and social activity with their hosts in the endeavour to learn "about each other" on a person-to-person basis.

In sum, communities need programs to raise awareness and to establish local international relations to:

1. improve knowledge on the kind of local international relations that exist with other communities around the world;
2. enable ordinary citizens from all walks of life to participate in identifying this interconnectedness;
3. motivate citizens to participate in a broad range of international activities and development causes, including direct community to community relations.

PARENTS AND SCHOOLS NEED A CHALLENGE AND SUPPORT

The key problem is lack of interest in the community: "...global knowledge does not rank high among the outcomes that American parents currently want schools to produce...it would be more proper to say that international/global knowledge is simply not on the list of educational goals", says George H. Hanvey¹¹).

More precisely:

- global education in schools is often dependent on individual teachers and collapses when they move on - an educational policy that embraces a global perspectives curriculum is needed;

- it has low priority among school administrators because they respond to other community priorities;
- it has lack of support in terms of teacher training, materials and outside expert resources;
- classroom teaching and the use of educational technology have limitations - because global learning is an individual process more out-of-classroom experience in global concerns is needed;
- student age plays a role: fourth and fifth graders are inquisitive and eager to learn; sixth through tenth grade students favor practical experience as a mode of learning; students in vocational training need to understand the interdependencies of their production with world markets in terms of raw materials, manufacturing sales. This is equally true, for example, for farmers as for car mechanics.

There are, of course, instances where these needs have been acknowledged and programs set up in response. Fourteen states in the Union do have global learning initiatives in varying degrees.

The "School Improvement Through Global Education" program, jointly sponsored by the Commission on Schools of the North Central Associations (which involves 19 mid-region states) and the Charles F. Kettering Foundation, has developed four essential themes for global education in the curriculum:

- valuing diversity;
- developing effective working relationships with others;
- understanding the world as an interdependent system;
- understanding prevailing world conditions, the process of change and emerging trends.

These themes are translated into a three stage program of teachers' training and curriculum development¹⁸⁾.

The high school student exchange programs of the American Field Service must be mentioned as a third example, because it has significant outreach:

- 6,215 students 16-19 years of age participated, supported by over 100,000 local volunteers who live in 3,300 communities in 60 countries on 6 continents;
- the program is not limited to high school attendance in a foreign country but includes community action and service;
- the new "anthros" community survey involves high school students in American communities in learning about current international relations following the "Columbus in the World" outline.

In sum, parents, teachers, school board members, school administrators and the students themselves are prime targets and participants for global learning activities in the community.

COLLEGES AND UNIVERSITIES NEED COMMUNITY CONNECTIONS AND FOREIGN EXPERIENCE

As the institutions of higher education prepare future producers, managers, teachers, researchers and community leaders for a world in which the role for nationstates will change significantly and international decision making will dominate, they have a formidable task: to open the disciplines to global dimensions of thinking, teaching, researching, inventing, leading.

While barely 1% of American university graduates participated in foreign study programs (in 1977-78 between 90,000-120,000) and undergraduates and students of post-secondary education are virtually excluded, there are currently about 286,000 foreign students attending college in this country. The figure is expected to rise

to about 1 Million during the 1990's²⁴⁾.

These needs were identified:

- Language and area studies need support to improve and expand language competence among Americans and deepen knowledge of specific countries and areas; they need a linkage to the international activities in surrounding communities.
- Global education must include experiential learning in intercultural encounters with ordinary citizens in real life situations in communities. Undergraduates and post secondary technical students should be included and the few foreign exchange programs need to be expanded to reach a larger proportion of the student body.
- Foreign students should not only be viewed as an object of our teaching and expertise but as a resource for global learning in our communities and local schools.

Again some examples already point the way:

The Experiment in International Living in Brattleboro, Vermont, is one of the oldest with a bachelor degree program in international studies and a master degree in International Administration. Classroom study at the School for International Training is combined with community work, primarily in rural areas, abroad for Americans and in the U.S. for foreigners. The Experiment also serves other colleges by arranging service-learning assignments abroad for third year undergraduates. The community outreach of The Experiment is important: it is sustained by more than 30,000 local volunteers in approximately 1,000 communities throughout the United States that support both this third level and their high school programs.

The Study-Service Trimester Abroad of Goshen College, Goshen,

Indiana, is in its second decade and involves almost all students in service-learning assignments in a foreign country. Liberal Arts in the Greek sense today means to prepare man for service to their city that is part of a global network.

The College Consortium for International Studies, mobilized under the leadership of Rockland Community College, Suffern, New York, offers professional career development through service-learning assignments in Israel and Ghana.

The Consortium for Global Studies and Service provides mutual support for service-learning assignments by Holy Cross universities. Coordinated by St. Edward's University, Austin, Texas, students engage in community service in counterpart institutions in Latin America.

INDIVIDUALS NEED INSIGHT, ENCOUNTER AND SUPPORT

It is the individual producer, consumer, parent, student, teacher - and not least the voter - who is caught in the crossfire of ever changing conditions. They must cope with rising prices because inflation is as much a part of global interconnectedness as is the dollar decline abroad and the rising interest rates. It is they who must accommodate the new immigrants and refugees in their neighborhoods, who were frustrated by the stand of Iranian students and outraged by the treatment the American citizens received at the hands of Iranian citizens and their government. It is they who will set the tone as to whether these community and international conflicts can be resolved peacefully. They are the individuals who write their congressmen, make up opinion polls and

elect political candidates. Their voices will ultimately determine what role the government can and will play in international relations.

Thus, it is essential that their knowledge about international affairs be broad, that they understand the importance to form consensus with others despite differences of culture and opinion, that they gain insight into the relationships and dependencies that shape their local situations.

It appears that individual cultural heritage and personality traits (strong character, easy going, friendly manner) significantly influence the ability to cope with diversity⁸⁾¹⁰⁾. In other words, Americans perceive people from a specific other culture and country differently, and favor certain cultures, depending on their own background. This is true for citizens of other countries as well. From the American Field Service experience, Stephen H. Rhinesmith lists these personality factors that help in intercultural interactions²⁸⁾: patience, tolerance for ambiguity, ability to accept failure, sense of humor, ability to ask for and receive help, empathy, a sense of responsibility to others.

In sum, the individual needs:

1. to strengthen personal cultural heritage and make it work in coping with foreigners or outsiders;
2. to raise awareness of the linked fates of people in communities around the globe;
3. to open the mind to personal strengths and weaknesses as they play on perceptions and actions vis a vis outsiders;

4. to support them in encounters with other cultures;
5. to develop a sense of history of both American uniqueness and humankind's common destiny.

PROGRAMS MUST BE DIVERSE,
COMMON IN PURPOSE AND PARTICIPATORY

"What course of action must be taken to meet the needs of the American people?" is the third question that requires an answer.

"What kind of programs best address the diversity of the private institutions and voluntary organizations (PIVO) so that broad outreach is created, their independence maintained while common goals are achieved?"

"What programs provide opportunities for ordinary citizens to participate in intercultural interaction and shape international relations with citizens around the world?"

In short: "What programs are effective and actionable?"

PROGRAM PRINCIPLES:

DIVERSITY AND COLLABORATION is a twin principle for effective outreach and resource investment.

Diversity is a key asset of the private sector without which a broad extension to all groups of society and their participation cannot be achieved. This diversity must be maintained and the individual profile of institutions must be protected. Once a

nation has accepted the principle that a citizenry, mature in world understanding, is a national imperative, it must realize that a strong and diverse private sector is necessary to achieve this goal.

At the same time, diversity should not be construed with organizational egocentrism and balkanization of purpose. Diversity should not be used as a smoke screen behind which to hide vis a vis the challenge to identify common grounds of program priorities that would be followed in collaboration.

Collaboration is necessary for several reasons:

First, it is "us" as humankind, as a global society, and our relationships that are at stake, rather than any specific constituency. Second, the local community in all its facets would be both the location and the addressee of global learning activities. Third, the resources are limited and local resource sharing will be necessary to conduct effective programs.

There are a few yardsticks against which programs that are collaborative yet diversified may be designed:

- Identify and describe the causes and needs to which the PIVOs respond;
- Set objectives and target programs in terms of coverage, volume, organizational resource allocation, needed outside support;
- Achieve agreement within the organization and its legal authorities on these objectives and targets and establish it as formal policy;
- Link with other organizations, resources and "markets" and decide on joint strategy;
- Form local coalitions with other groups and organizations and designate a "lead agency" as coordinator; be inclusive and respect other organizations despite their different philosophy.

COMMUNITY BASIS AND PARTICIPATION are self-evident features of effective programs. They include:

- Local leadership for program development and direction;
- Local organization for global learning activities, including collaboration among resident PIVOs, designation of a lead agency and a coordinator, sponsorship and participation by ethnic, professional, community groups, business, labor, churches, city hall, resident foreigners, schools, universities;
- Networking for program materials and expert resources, building of organizational infrastructures in the immediate surrounding of participating communities;
- Outside support and coordination from PIVO headquarters, private and governmental agencies once the local leadership and organization are established;
- Communication between the community and the sponsors of its activities should be two-way and direct without involvement of intermediate bureaucracies to keep administrative costs to a minimum and avoid barriers of communication.

LEADERSHIP, POLICY AND RESOURCE MOBILIZATION are prerequisites for successful programs. Without a clear decision and political will to follow through on the part of the leaders of both the local community and the PIVO no activity will take off.

It starts with the private institutions, voluntary organizations and business concerns; their members, boards and top executives need the will and the time to develop a global perspectives policy for their institutions and exert their moral guidance and legal authority to translate the policy into a program.

Community leadership is the key local infrastructure that must be built and sustained if effective global learning programs should be carried out. The "Community International Fellows Program"¹⁶⁾ sponsored jointly by the Charles F. Kettering Foundation and the

International Communication Agency is a case in point. It is dedicated to develop and improve the effectiveness of community-based leaders of private and voluntary organizations involved in international programs. So far, organizations such as American Field Service, The Experiment in International Living, National Council for International Visitors, People-to-People International, Sister Cities International, Youth for Understanding, Africare, Peace Corps, League of Women Voters, Church World Service, VOLUNTEER: The National Center for Citizens Involvement have participated in the program. Dealing with economic, geopolitical, programmatic, organizational, financial and other issues the results pointed to improved national and local management and better interorganizational cooperation. At the core, the program developed a mutual understanding on which collaboration can be built. It furnishes an example of an approach that should be expanded to other organizations. Especially the local constituencies of PIVOs are important collaborators and community motivators. Similarly, among business and labor dependent on foreign markets, community officials familiar with their international connectedness, and those who are or have been involved in development assistance are potential local leaders for community wide programs.

Not least important is the leadership the private sector exerts vis a vis state and federal legislators and the executive branches of government to seek legislation, de-regulation and programs that enhance community infrastructure and self-help.

Without resource mobilization no program recommendation and plan

will move to implementation. This is not a simple task. It is a multi-facet endeavour.

Apart from leadership, policy and local organization, PIVOs can invest volunteers, staff and a broad range of knowledge and expertise into global learning programs. Many of them have well designed educational materials that could be adapted to broader use in schools, adult education and programs for business and labor. Also, former overseas volunteers are an excellent resource for a community. Nationwide they are estimated to number more than 100,000. Another untapped resource is the increasing number of retired professionals and civil servants, many of whom would be pleased to serve as senior advisors or community program coordinators on a voluntary basis - if they only would be asked!

A reduction of income taxes for seniors who live on pensions and who would volunteer their time and expertise would be a large incentive for public service.

Other resources in the community include experts at nearby universities, businessmen, bankers, journalists, foreigners and the foreign born residing in the community.

Thus, the first order of resource mobilization begins in the community and in the organizations themselves with allocation of staff time, recruitment of volunteers, designation of a certain proportion of the budget for such educational programs, information networking and local fundraising.

In a second order, outside support will be necessary to generate

the additional outreach and provide this public service:

- Government should strengthen the open process to achieve a world-minded citizenry by helping to build a learning

infrastructure for the community via grant support for:

1. intra-organizational collaboration on the local level;
2. training of community coordinators and key volunteers;
3. joint workshop process among PIVOs to develop program priorities and establish procedure for implementation.

- The private sector, especially business and foundations, would be called upon to help private and voluntary organizations which have expertise and local bases, to build their organizational capacity so that they can achieve the desired population coverage and effectively coordinate their local programs. Such mutual support among private institutions strengthens the sector as a whole and serves the needs of a free society which relies on a public that is alert to world issues.

MOTIVATORS, ALLIES AND LINKAGES are essential to sustain an organization in public service.

From personal experience we can judge the power of current economic and political events to motivate awareness of global interconnectedness among people in any country. The rising costs for energy and the need to conserve, the settlement of Asian refugees next door, the American hostages in Iran, the decline of the value of the dollar, unemployment resulting from the loss of competitiveness in industry - these are but a few motivators that stimulate

action at the local level. But to initiate and sustain global learning activities over a period of time requires allies and formal linkages with other institutions.

Such allies include: families which have lived abroad; business and labor which depend on foreign markets; ministers and staff of churches who have served abroad; former overseas volunteers; former development assistance experts; bankers in charge of overseas investments; journalists, teachers, elected officials who have lived abroad and see the importance of a community that reaches for world understanding.

Linkages are formal connections, "enablers" between organizations or institutions to supply necessary resources and ensure a "market" for their program output. Functional linkages, for example, ensure that a necessary policy can be developed and adopted, personnel and funds made available and the flow of resources not unduly regulated and restricted.

For PIVOs involved in such programs three levels of linkages are important: in the community, statewide, and at the national level.

CHOICES OF OBJECTIVES AND PROGRAMS identifies the preferred outcome of activities of an organization in response to needs. Objectives are long range, in contrast to goals which describe a preferred outcome for a specific project in terms of targets to be achieved in a given period of time¹⁾.

It was reasoned earlier that PIVOs have no option but to open their institutions to world perspectives - because it is in the national interest, because world conditions shape our daily lives, because PIVOs exist for the needs of citizens and their

participation and not for confined self-interest.

It was further established that communities as a whole, certain population groups and individual citizens have specific needs to which the private sector can respond both individually and collectively. It was found that processes to develop world understanding embrace two dimensions within which the choices must be made:

1. they are a function throughout the operation of a private institution or voluntary organization; and
2. they are a program addressed to the community at large or specific population groups consisting of a variety of local processes.

While the latter will involve PIVOs to varying degrees - or may not be in their cards at all - depending upon their mandate and resources, there is no choice for them but to open their organizations to global perspectives in their day-to-day thinking and acting:

- ... if you serve older or handicapped citizens who have lived abroad, are foreign born or speak a foreign language - then here is a resource that should be brought to work in a kindergarten or in a primary school;
- ... if you serve ethnic neighborhoods - African or Mexican Americans - think of them as a cultural resource: encourage them to learn more about their "roots" as a contribution to American society, nourish their understanding of themselves and their self-respect, invite them to participate and contribute;
- ... if you serve in a foreign country, your volunteers and staff should form partnerships with volunteers and staff of the hosts, cultivate mutual work and learning and encourage reciprocity of service to communities in this country.

Thus, the real choices are not whether an organization should participate at all, but:

- What changes must be made to open the regular way of doing business to a world perspective?
- What programs should be expanded, sponsored, as a lead agency or supported with other organizations in the light of the mandate and available resources?

TARGETS, COVERAGE AND VOLUME are the three yardsticks that will determine the effectiveness of any global learning activity. Effectiveness is identified when the outcome of activities is compared to quantitative and qualitative needs to which it was designed to respond. Meeting needs in turn should modify or eliminate the demands that made specific actions necessary. Finally, the targets specify those needs and demands for action that can realistically be achieved with available resources.

There are three principle Targets which should be defined for each program:

1. Population groups that should be reached;
2. Geographical areas or specific locations that should be covered;
3. Quality of learning programs that should be achieved in terms of intercultural interaction, communication skills, knowledge built, participation mobilized.

First, for the global perspectives of an institution itself, the targets are internal: the staff, the volunteers, board members and top executives, advisory committees, members and constituencies.

Second, for those organizations which enter into global learning

programs for others, these are among the population targets:

- a selection of American communities and neighborhoods involving residents of all backgrounds and ethnic extraction, refugees and oldtimers, young and old, business and labor, etc;
- parents, school boards and administrators - without their understanding and demand for "Schooling for a Global Age"⁷⁾ the next generation of Americans will grow up unprepared;
- students and their teachers from kindergarten to 12th grade, the community and junior colleges population, undergraduates and graduates.

Third, these are among the geographical and location targets:

- local communities in all states, which have PIVO constituencies and are strategically located so that world learning activities become visible beyond the community;
- schools, colleges and universities located in, or nearby, a project community;
- the 16,026 school districts in the United States and their respective school boards;
- resident communities of former overseas volunteers/students, for example of the International Voluntary Service, the Experiment in International Living or of Peace Corps.

Coverage is the indicator that explains the proportion of population groups and geographical areas actually reached by a program in comparison to needs and targets.

Fourth, to develop targets for the quality of world learning programs is more complex. Our knowledge about the connection between curriculum inputs and what produces a desired outcome is limited indeed. For most educational activities, the quantification of qualitative processes is controversial or simply im-

possible. However, this is not to say that no attempt should be made to target the content of a program and its outcome. These general criteria might apply:

- active participation by citizens in a local project is both a means and an end itself - the proportion of those participating is an indicator;
- intercultural interaction, as defined before; is a key program feature - the proportion of cultural, non-elitist mix and the degree of actual work and local problem solving participation are indicators;
- program results that spark follow-up action, new commitments, career changes, etc., retroactively indicate that consensus has been formed, that new value preferences emerged or even new norms were accepted by the community; for the participating individual they indicate raised awareness, reduction of prejudice, growth of understanding.

Volume is the related indicator of the quality of learning programs: it describes the extent to which citizens became actively involved, assumed new assignments, changed existing curricula and other community practices that heretofore prevented broader participation in international relations.

PROGRAM RECOMMENDATIONS --

The seven program areas presented below describe the major fields of activities that will provide the American citizenry with participation in intercultural experience, with building of knowledge and communication skills - in the final end gaining and sustaining a global perspective. The importance of the local community basis and leadership must be underscored. Local creativity and variety should be encouraged and invited. While such diversity is most im-

portant to achieve sufficient outreach to people of all backgrounds, the seven program areas outlined below represent a classification of types of activities under which diversity finds its place. They form a sequence of events, are interlinked and build upon each other.

1. ORGANIZATIONAL REVIEW AND POLICY DEVELOPMENT

Need: A systematic and internal review process within the various institutions is needed to clarify their own stand on world issues, develop organizational policy and identify program priorities. Nationwide local processes to achieve a citizenry which has global understanding can only be realized after the private sector institutions involved in the process have gained this good themselves.

Targets: PIVOs which are involved in service abroad and those which represent domestic concerns of American society, their staff, volunteers, board members and local constituencies are addressed. The importance of local constituencies participating in this process must be stressed, because they will provide the local leadership for later programs. Also, other institutions of private philanthropy and business must be encouraged, even challenged, to develop a global perspective of all facets of their operations. For business, this is not merely to secure manpower and markets but in a broader sense to obtain community understanding of their role in international relations. The evaluation of "The

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Findley Story" , a community leadership program for international education in Findley, Ohio, found that the harboring of business with international ties may play a significant role in world understanding of the community.

Methodology: A guide or guides for this internal organizational process should be developed so that simultaneous processes are ensured. It is hoped that from such parallel approaches a consensus concerning world issues and program priorities among PIVOs will emerge while their diversity and independence are maintained. Such an internal process within the institution and with their constituencies will result in readiness of the organization to act.

Materials that could be applied to this process include, among others, the "We-Agree" Workshop¹⁵⁾ and the Assessment Model for Volunteer Services"²⁵⁾.

2. COMMUNITY AWARENESS PROGRAMS: "YOUR COMMUNITY IN THE WORLD".

Needs: Citizens need awareness of the existing international relations that affect their daily lives. They need to participate in a process that develops this awareness. They need a program vehicle to understand the distinction between nationstate international relations and those between communities around the world.

Targets: 3,000 American communities in which PIVOs have a local basis. The targets should be reached over a period of about five years, and cover all geographical

areas. This means about 600 communities should be covered per year. This may sound ambitious but it seems feasible. The local bases of the PIVO community is broad, for example: the American Field Service operates from 2,200 communities; The Experiment in International Living in 1,000; the YMCA has 1,800 local units, the League of Women Voters has 1,400 state/local units. Under consideration at Peace Corps is support for 300 former volunteers annually as community interns for development education activities. Only a small proportion of these community bases would actually be needed to achieve the proposed targets with one or the other organization acting as local "lead agency".

Methodology: The "Columbus in the World - the World in
3) 5)
Columbus" survey should be adapted so that it can be conducted under local PIVO leadership. The survey should be community-wide, and, in principle, be opened to all interested groups. The survey should include an inquiry into the cultural heritage ("roots") of the residents of the community. This will give depth, historical and cultural perspective to the international characteristics that exist within its residency. Local collaboration among PIVOs is a requirement with one of them acting as "lead agency" to coordinate the program.

Materials: It is recommended that the "Your Community in the World" survey questionnaire together with a

"how-to" manual be made available for adaptation to local groups. For the development for these materials the experience of Columbus, Ohio, American Field Service (AFS) ("anthros") and the YMCA ("Minneapolis in the World", "Around the Corner, Around the World") should be taken into account.

Results: Experience with this program shows that the identification of community international relations not only leads to awareness of existing conditions, but mobilizes interest and readiness for follow-up action.

3. COMMUNITY ACTION PROGRAMS

Needs: Once awareness is raised and readiness to act is sparked, the sponsors of the initial program should be prepared to offer further local activities. Through broader community awareness, understanding for PIVO's current efforts will increase and outreach to new constituencies will result.

Needs of the community include:

- support of schools to introduce a global perspective into the curriculum;
- election of school board members who have global awareness;
- programs for parents, school administrators and teachers to improve their insight into changed world conditions;
- involvement of students in world hunger projects, and other experiential projects as part of their curriculum;
- involvement of refugees in community services;

- energy conservation and development of local resources, etc.
- community forums and fairs to encounter other cultures: hear their music; taste their food; purchase their handicrafts; learn their ways of life.

Targets: Primarily the 3,000 communities which participated in the "Your Community in the World" program. However, materials concerning "Community Action Programs" should be easily accessible to other communities which start on their own.

Methodology: This is a program area which should be open to local creativity and invention. Projects should be planned and conducted with local resources and an effective information network should be available. The Information Center of the International Communication Agency could be queried to provide the framework for networking that would include not only other governmental but also local and private resources.

4. COMMUNITY INTERNATIONAL RELATIONS: "SISTER SERVICE COMMUNITIES"

Needs: The international relations that currently exist between local communities are largely dormant. They need to be activated so that ordinary citizens may participate in the intercultural experience and consensus forming processes. Such relationship should emphasize voluntary action service to the community and entail reciprocal partnerships that deal with local problems.

Such horizontal and local international relations would establish a global network of communities which mutually support each other.

Program Alternatives: There are various ways to enter into direct partnerships between American and foreign communities, for example:

- within a private organization between a local U.S. constituency and an overseas project community.
- by expanding and awakening existing relationships: between foreign students home towns and their U.S. study community; with foreign communities which have ties discovered here during the "Your Community and the World" inquiry;
- by joining "Sister City International" and obtaining their support and guidance to establish a relationship;
- by using individual or business ties to establish initial contact and from there to expand to the broader community on both sides.

Targets: Especially those private institutions and voluntary organizations which have a local community basis in the United States and project communities overseas are addressed. Their existing worldwide network of community relations is still dormant but could be awakened with a minimum of national coordination. Another target is the approximately 3,000 communities included in the earlier

proposed "Your Community in the World Program". The interest to establish reciprocal community relations will be a natural outgrowth from the discovery of the existing connections. "Sister City International" should be encouraged to expand relations with communities in developing countries, to include a larger proportion of smaller towns and to strengthen the mutual and voluntary service aspect of their relations.

Project Activities: Once a sister relationship is established, program activities can serve any number of local needs such as:

- exchange of high school students for service-learning assignments during vacation or for a school year;
- exchange of community leaders for service-learning assignments (adaption of the Findley, Ohio, project²⁹);
- training and exchange of local volunteer and staff;
- sponsorship of PIVO community projects;
- reciprocal volunteer service to support and learn in community programs involving senior citizens, the handicapped, students and others.

5. COMMUNITY RESOURCE DEVELOPMENT PROGRAMS

Needs: The three main areas of community outreach programs outlined above require a specific effort to mobilize local interest and resources. While the "Your Community in the World" Program and local PIVO leadership will achieve some of this mobilization, there are additional needs, including:

- one full-time coordinator/mobilizer per target community assigned through the respective lead agencies (3,000 coordinators over a period of about five years, each assigned for a minimum of one year);
- training of community coordinators and key volunteers re: resource mobilization, building of a local infrastructure for learning programs, etc.
- resource sharing among local PIVOs (Brattleboro model);
- community leadership development ("Community International Fellows Program" example);
- training teachers' teachers (Columbus example);
- local fundraising.

Targets: PIVOs which act as lead agencies in local communities; Community leaders, teachers in the 3,000 target communities.

6. TWO-WAY SERVICE-LEARNING PROGRAMS

Needs: There is a need to involve undergraduates and foreign students in the United States in intercultural interaction in local, real life work situations as part of their curriculum. Student exchange between academic institutions and foreign study scholarships that confine learning to classrooms are not sufficient because they remain within the one academic culture and lack social experience outside elitist environments.

Targets: Approximately 250,000 third year American undergraduates (out of a total of approx. 1.5 mil.) and up to 50,000 foreign students studying at colleges and

universities in the United States (out of a current total of about 286,000).

Methodology: A diversity of programs and program agencies will be needed to accomplish this outreach, including:

- expansion of existing programs: Study-Service Trimester Abroad of Goshen College; Global Study and Service of the Consortium of Holy Cross Colleges; College Consortium for International Studies, Suffern, New York; College Semester Abroad of The Experiment in International Living, etc.;
- introduction of service-learning assignments in existing volunteer services: Peace Corps, IVS, and others;
- opening of existing university partnerships to two-way service-learning assignments of students and faculty.

7. PUBLIC MEDIA PROGRAMS

Needs: There is a need to educate local media and solicit their expanded and improved coverage of international events and global issues. There is also a need to involve both press and TV as vehicles for public information and education. Thus, public media are both a target and a mode for global learning processes.

Local Programs: Would include the participation of press and community TV in "Your Community in the World", "Community Action" and "Sister Service Community" programs. Since all three are action-oriented and create events, participation for local public media would be attractive.

Their role is seen as both a reporter of and a contributor to these community events.

Nationwide Program: One nationwide program is recommended for multiple use - even beyond national boundaries: the creation of a TV reportage about "Volunteers in Communities Around the World". The film would visualize the network of voluntary action in communities around the world and the relationships that exist among them. It will blend the voluntary action of American PIVOs with those of developing and other industrialized countries, emphasize their common effort and mutual relations. Such reporting would bring the societal role of voluntary action into the open without being trapped into organizational advertising or images; it would further partnership and "us" perceptions.

FACTORS THAT HINDER OR HELP IMPLEMENTATION

There are a number of factors that will, in the end, influence private institutions and voluntary organizations in their decision to take up the cause of promoting world perspectives and participation in international relations by the American public.

Factors that hinder include:

- "The Politics of Altruism"¹⁹⁾ that guide the organizational behavior of PIVOs which are largely dependent on small

donors. For the most part, their funds come from what they call "noncontroversial" appeals by direct mail, calling on the empathy of potential donors to help the starving, the boat people, the refugees. They base their appeal on a simple message and, by implication, create a wrong image of the problem: they promise quick fixes if they only would get this money; they do not explain the problem, challenge or disturb the complacency of the "giver". They prefer to avoid the real global issue.

If this observation is correct, then it comes as no surprise that existing constituencies, which represent the resource basis, have become the goal of PIVO development education programs - rather than constituencies being the result of a broader outreach to the community. To put it succinctly, many PIVOs have become, mentally and action-wise, the dependents of their constituencies rather than their mobilizers. This, of course, is a "chicken and the egg" question - which comes first: the outreach to the public or the protection of existing constituencies? If, what was gleaned during interviews is correct, that more than 75% of charity donors in some instances are 45 year-olds and older, the implications are that support is slipping and will be obsolete 15 - 20 years hence. It means that a larger proportion of the citizenry is more sophisticated and requires the presentation of real causes, issues and choices. That gives hope to our concern that the PIVOs may come to see the community at large as their real tar-

gets and to involve them in a much broader approach of participation than mere contribution of dollars - important as that is and always will be!

- Perceptions of the issues of world conditions and development problems that are not clear and distinct.

There are facts and opinions; open processes to let everyone speak up and come to consensus; and there are personal and political stands on how to respond to a world problem. The facts of changing world conditions are noncontroversial - or should be - unless we make them controversial by confusing them with opinions or political stands. Facts like "increasing global interconnectedness" should not be construed with a "liberal" position; the dependence of American business and jobs on foreign markets is a fact and not a public relations gimmick by big business. Open processes in the community, as proposed here, that allow any personal or political stand on world issues to be aired and discussed, face up to realities and should be perceived and promoted as such. The local community should hear all sides of an issue, sort out the facts and opinions. The individual citizen then makes up his own mind. The private institutions and voluntary organizations are called upon to further this open process deliberation.

- Governmental regulations and taxation that unduly restrict private initiatives and conduct of business, or require

disproportionate administrative overhead for audit have
been pointed out in many former discussions²³⁾ and studies.
The problem has not been resolved and requires more atten-
tion.

The newly formed Independent Sector has taken up this man-
date to protect the freedom of a pluralistic private sec-
tor, to strike a balance between public accountability and
independence. For example, the regulations governing
charitable fundraising - to prevent "charity frauds", have
so increased as to significantly hinder the programs of
existing organizations and local initiatives for new
causes and outreach. The rules adopted by many states and
local municipalities to limit the percentage of a PIVO's income
that may be used for fundraising and administrative expenses
is definitely an infringement. First, the flat, arbitrary
percentage does not take into account that different organiza-
tions and programs need different proportions of their income
for pre-investment into new efforts and for running an ongoing
operation. Second, fundraising is not an administrative
activity, such as budgeting and appropriating in government,
but is a normative mobilization of citizens to participate
in a cause that results in new assets such as peoples' time
(volunteers), new loyalties and funds. Thus, raising funds
is one of several results of citizen participation programs
and should not be construed with the administration of an
existing resource. In the "Schaumburg Decision" on February
20, 1980, the United States Supreme Court "struck down one

ordinance imposing a flat percentage limit and encouraged state and local governments to rely on less intrusive forms of regulation instead" ¹⁴⁾ .

Another example of hindering factors originating with government is the legislation governing charitable contributions. The intent is positive: in allowing taxpayers to deduct charitable contributions from their income tax base, Congress recognizes the importance of philanthropic activity in society. However, the provision of standard deductions for charitable contributions (\$3,400 for a married couple in 1980) has led to a decrease in giving. "As the standard deduction increases, the number of taxpayers who itemize their deduction decreases" and consequently there is a decline in the proportion of personal income contributed, states the paper on "The Charitable Contributions Legislation" of the Independent Sector ¹⁵⁾ . From 1970 to 1979 the percentage of personal income donated to charities by individuals decreased from 1.99% to 1.90%. This may not appear significant but each change of 0.01% of personal income contributed amounts to \$200 million lost in charitable contributions nationwide. It is estimated that, since 1970, the loss of contributions because of the standard deduction has totalled \$5 billion. Apart from funds, volunteer participation has been lost as well. Often, those who contribute funds, later become involved personally in the organizations they support. The increases in the standard tax deduction has especially reduced the contributions by lower and middle income donors and, consequently, their role in shaping

the direction of philanthropic organizations. Legislation is now pending that would allow taxpayers to deduct their charitable contributions whether or not they use the standard deduction. This would stem the erosion of private giving and the Independent Sector estimates that private giving would increase by \$5.7 billion after passage of the amendment.

Factors that help include:

- The need to expand and strengthen the individual and collective outreach of private institutions and voluntary organizations to the American public, to raise their understanding, concern and commitment to a world which has become "us"²⁰⁾
- The pressure from international federations to which many PIVOs belong, to increase the altruistic support and funding from the United States to serve basic human needs in other lands²⁰⁾. Demands also from Third World partners to abolish dependency-type messages, the "sad child" syndrome³⁰⁾; and replace them with education about the real world issues we all face. Otherwise, these partners suggest, voluntary foreign aid may be a liability more than an asset²⁰⁾
- "Rediscovering Governance"³²⁾ to enable private service organizations to respond to public problems, including achievement of a world understanding citizenry and mature electorate. Tax relief for those who volunteer their time

for community services, change of regulations that intrude on private fundraising, public policies that build community infrastructures for local self-help, for example, would improve the capacity of PIVOs, in fact, of the whole private philanthropic sector and of the role of business in the community.

STRATEGY CONSIDERATIONS

There remains the question: "How to move from here?"

These are some of the considerations:

1. PUBLIC POLICY

As it stands now, Congress has charged four governmental agencies with a mandate to promote the global understanding of the American public at large:

- International Communication Agency (ICA): "to support the enhancement of Americans' competence in world affairs through greater understanding of other societies - their peoples, values, cultures and aspirations" (private sector program of \$7 Million among 130 grant recipients in FY 1979);
- Department of Education, Division of International Education: Citizen Education for Cultural Understanding (Title VI, Section 603 of the National Defense Education Act funded for the first time in FY 1979 - \$2 Million programs for

teachers and educational personnel training and material development); Group Projects Abroad spent \$500,000 in FY 1979 from appropriations of the Fulbright-Hays Act;

- National Endowment for the Humanities conducts a comparative cultures program: "to engage the adult public in thoughtful exploration of this nation's history, customs and values; the experience of other human cultures throughout the world; the historical, philosophical and social context of important issues on the public agenda; and other themes of broad national interest" (the Public Programs Division awarded grants in the amount of \$1,866,739 in FY 1978);
- Peace Corps was charged at its inception in 1961: "to help promote a better understanding of the American people on the part of the peoples served and a better understanding of other peoples on the part of the American people." While in the past, Peace Corps considered the achievement of these goals a side product of its service assignments of manpower in development assistance, for the first time, for FY 1980, it has requested \$131,000 for development education in the United States.

The Agency for International Development was considered by the 96th Congress during its 1980 sessions as the federal program agency for public development education in the United States - much as Canada, Germany, The Netherlands and the Scandinavian

countries support such programs through the private sector. Whether and when the 97th Congress takes up this issue again is an open question.

Finally, there are a number of international and global education programs sponsored by the government that deal with specific clientele: academia, farmers, labor, etc.

In sum, while there are efforts through various programs there is no one public policy by Congress or the federal government to move the citizenry of this country to globalmindedness.

The private sector has no overriding policy either. While it may be presumptuous to expect that the enormous diversity of private institutions and voluntary organizations can or should ever agree on any single approach to global learning processes, what could be expected is an agreement on the importance of global perspectives throughout all factions of society. What also might be expected is their initiative to make the global perspectives of the American citizenry a national policy because it is in the national interest to do so.

With the founding of the Independent Sector on March 5, 1980, this country is the first to have created an alliance and allegiance of the many facets of the private sector, to strengthen its role and influence in the shaping of the direction this society takes. This is seen as an opportunity, to move the issue of a national public policy for global understanding through the combined strength of the Independent Sector.

2. COMMON VISION LEADERSHIP AND COLLABORATION

To achieve a national policy that is encompassing and is not trapped by "liberal" and "conservative" stands (whatever they are on an issue that concerns each of us), a common vision must be developed; a common vision not only within the private sector, but within the legislative and executive branches as well. It means the reach for and the development of a common trust on which to base a national policy and subsequent program activities. It implies the emergence of a national leadership, or various centers of leadership, that can guide the process. To give the dispersed leaders in community global education a momentum to coagulate, the leadership that the President of the United States and the Congress exert will play an important role. But the momentum will not be achieved by the stroke of a pen. It requires an open and inclusive process of discussion, study, review, design and decision making.

3. JOINT WORK PROCESS

should begin small. Common vision and national policy will not be created by a "big bang". It will require the sturdy and determined work of private institutions and voluntary organizations, the Independent Sector, peoples from Congress and Government, from the Arts, Business and Labor who wish to participate from the onset. The joint work process should not be exclusive, but must mature through various stages of review and joint deliberations that lead to a public

commitment and affirmation for a national endeavor to better understand the world in which we live and to participate in the shaping of relations among the peoples of this earth.

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OFFICIALS CONSULTED

My gratitude goes to these officials with whom I consulted in the preparation of this Working Paper:

Chadwick F. Alger
Mershon Professor of Political
Science and Public Policy
Robert B. Woyach, Research
Associate

Mershon Center
Ohio State University
Columbus, Ohio

Kerry Kenn Allen
Executive Vice President

VOLUNTEER: The National Center
for Citizens Involvement
Washington, D.C.

Laureen E. Andrews
Department Director
International Relations

League of Women Voters
Washington, D.C.

Elise Boulding
Professor of Sociology

Chair, Department of Sociology
Dartmouth College
Hanover, NH.

Willie Campbell, President
Gail S. von Hahmann, Project
Director

Overseas Education Fund of the
League of Women Voters
Washington, D.C.

Bruce Carnes
Assistant Director

Office of Planning
National Endowment for the
Humanities
Washington, D.C.

Richard F. Celeste
Director

Peace Corps, ACTION
Washington, D.C.

Thomas H. Fox, Director
Robert S. McClusky, Chief

Office of Private and Voluntary
Cooperation

Bureau for Private and Development
Cooperation
Agency for International Develop-
ment
Washington, D.C.

Thomas Gittins
Executive Director

Sister City International
Washington, D.C.

Robert W. Harlan
Executive Vice President

Independent Sector
Washington, D.C.

Thomas B. Keehn
President

World Education, Inc.
New York, New York

Lou Knowles
Executive Secretary

Coordinating Council for Hunger
Concerns
National Council of Churches of
Christ
New York, New York

Charles F. MacCormick
President

The Experiment in International
Living
Brattleboro, Vermont

James MacCracken
Vice President for Programs

Save the Children
Westport, Connecticut

Leon O. Marion
Executive Director

American Council of Voluntary
Agencies For Foreign Service, Inc.
New York, New York

Rose Lee Hayden, Director
Exchange Policy
Jerry Inman, Director
Private Sector Programs
Mildred Marcy, Senior Specialist
Office of Institutional Relations

International Communications
Agency
Washington, D.C.

Paul P. McCleary
Executive Director
Daniel L. Force
Director
Global Education

Church World Service
National Council of Churches
of Christ
New York, New York

Edward F. Meador
Director

Division of International
Education
U.S. Department of Education
Washington, D.C.

Agnes Pall
A. Delmar Wedel
International Division

YMCA
New York, New York

Stephen H. Rhinesmith
President
Neal Grove, Director of
Programs

American Field Service
New York, New York

John T. Rigby
Executive Director

International Voluntary Service,
Inc.
Washington, D.C.

Phillips Ruopp, Vice President
Social Sciences
Jon Rye Kinghorn
Senior Staff Specialist
Edwin P. McClain

Charles F. Kettering Foundation
Dayton, Ohio

John A. Shade, Jr.
Executive Director

The Pearl S. Buck Foundation, Inc.
Green Hills Farm
Bucks County, Pennsylvania

John A. Ulinsky, Jr.
Executive Director

Advisory Committee on Voluntary
Foreign Aid
Agency for International Develop-
ment
Washington, D.C.

Warren W. Wiggins, President
Marilyn Richards

The TransCentury Foundation
Washington, D.C.