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THE OVERSEAS EDUCATION FUND IN LATIN AMERICA

A Benchmark Study of a Title IX Activity

by

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## I. INTRODUCTION

The Overseas Education Fund is an educational affiliate of the League of Women Voters of the United States. It was established in 1947 as a means of providing information and assistance to the women in developing nations who were interested in responsible citizenship and effective civic action.

The OEF conducts tours and briefings for foreign visitors in the United States, and has developed small programs in East Asia and Eastern Europe. The bulk of its efforts, however, have been concentrated in Latin America.

OEF's attempt at developing civic leadership is based on two paths of action: U.S. based training programs and assistance to civic groups in Latin America. In 1963, OEF signed a regional contract with A.I.D. which provided support for both aspects of this program. By the end of FY 70 over one million dollars of regional funds will have been spent on the project. No assessment has ever been made by an outside observer of OEF's accomplishments under the contract or the problems it has encountered. The following report is an attempt to make such an assessment.

Since the purpose of the Overseas Education Fund is to improve citizen participation in national life, the A.I.D. regional contract must be studied from the point of view of Title IX. Has the OEF increased the extent of women's involvement in the national life? Has it encouraged the development of institutions which are private, democratic, and concerned with local problems and issues? Has it helped women to become a real, rather than a latent pressure group, within their own society? These are extremely difficult challenges in countries where women are not expected to contribute a great deal. Latin American women usually gain influence by being the wives or mothers of important men rather than on their own merits. Even then, their interest is expected to be in humanitarian causes rather than in

controversial ones.

The challenge of increasing the role of women in the **national life** is difficult and so is any attempt to measure OEF's success at it. If the OEF could be rated purely as an educational program or as a cultural exchange program, there would be no doubt of its success. To gauge its accomplishments in developing private institutional and local initiative is an altogether different thing. An attempt has been made in this study to develop benchmarks of progress in this regard.

## II. APPROACH

### A. Benchmark Study

A benchmark study is a system of review of programs in the social development field. The study looks at a program as a process which may or may not develop as the original plans indicated. No government program is a success in every sense. All change their emphasis and their course of direction as they adjust to new problems and new demands. The actual accomplishments can be more or less than what was originally expected. They are almost always different. The important thing is to develop an accurate way of recording a program's real success and failure and, based on these, to outline directions for the future. This is what is attempted in the following study of the Overseas Education Fund's program in Latin America.

In reviewing a program as a process, one must consider the government's role in that process. The government is not a detached observer or manager issuing guidelines or requiring reports. The attitudes of governmental officials toward the program and the understanding they have of the purposes and methods of the contractor have a bearing on the successful implementation of the project. Thus, the funding agency itself comes under review in a benchmark study.

As defined in Webster's dictionary, a benchmark is a "mark on stone, metal or other durable material firmly fixed in the ground from which differences in level are measured." In the case of a benchmark study, the durable material is the goal or ideal of the project. It is "firmly fixed" in the hard reality of the need it is trying to alleviate. One should remember in reading negative benchmarks that the OEF is being judged by the ideal.

A benchmark study can be characterized in the following way:

1. A benchmark study is investigative. It develops information about a project not commonly reflected in its reporting system.

This information is useful to the funding agency in its own

reporting to Congress or the public. Benchmark studies can come up with useful information previously unknown even to the contractor.

2. A benchmark study is reportorial. Since the emphasis is on process, the method of presenting information gathered is historical and narrative. Benchmark studies avoid jargon. They attempt to give an account of the context in which the program is operating - the personalities, cultures, and even the politics which enter into the question. The result is an account which provides an understanding of the programs far deeper than one based on mere figures or statistical data and one which is readable to persons both inside and outside the government.

3. A benchmark study is qualitative as well as quantitative. Whenever possible quantitative data are developed and used. However, statistics are not the only useful guides. To develop precise scientific tools for evaluating every aspect of any program would be impossible, or at best impractical, given time and budgetary restrictions. Even then, there would be a need to make qualitative judgments about how the separate components fit into the whole picture. To make these judgments, experience with government programs and the social development process in Latin America is important. A benchmark study does not attempt to achieve scientific objectivity. It does attempt to exercise good judgment.

4. A benchmark study is program rather than management oriented. Many evaluations of government efforts in the social development field focus on the internal workings of the organization being evaluated. Recommendations which result from studies of this nature can result in a smoothly working organization which is doing the wrong thing. The emphasis of a benchmark study is on the program itself - whether it is reaching the right people, is sufficiently dynamic, and has a creative approach to social problems. Recommendations include ideas as to how the program itself, not just the

management of the program, can be improved. New program ideas are added. These are introduced with the word "could" rather than "should" in the sections of this report called "Directions for the Future."

5. A benchmark study is constructive. The persons performing the study enter into a candid and open dialogue with the contractor about its program and problems. They approach the contractor with respect for the organization as a private initiative dedicated to social development goals. They immerse themselves in the organization's thinking, experience, and interests to relate these to AID's goals. The result is a report which is neither purely negative or purely positive, but which offers constructive suggestions for improvement.

In summary, a benchmark study is a way for AID to improve its knowledge of OEF's program, to analyze its strong points and weak points, and to develop ideas for putting its capability and competence to fuller use.

## B. Approach to the OEF

The AID regional contract with the OEF began with the Boston Institute (see next chapter). Since then, it has commonly been reviewed in terms of numbers of ex-participants and what they have been doing since they left the United States. A study of the OEF program could be made using this point of departure. Such a study would involve a careful analysis of the change in attitudes in participants as they progress through the Institute and further studies of their effectiveness when they return to the home countries. This is a very legitimate and interesting tack to take. OEF is planning a self-evaluation which will include such a study later in 1970. However, this is not the approach used in this benchmark study.

The total impact of the OEF in Latin America is greater than the sum of its participants. Its impact is not only on individuals, but also on institutions, even on society as a whole. Graduates of OEF training programs in Boston, Washington, or the field (hereafter referred to as "OEF graduates") have formed many local organizations. OEF field representatives work with them. It is through these local institutions that OEF graduates have their best opportunity to put their training to its best use and have a real impact on society. It is impossible to search for an "OEF program" in any country where there are only ex-participants. As one OEF staff person put it, a graduate without a local institution is like a young lady "who is all dressed up with no where to go."

Local institutions provide not only the best outlets for skills learned in OEF training but the best place from which to select or recruit participants. Thus, this benchmark study starts from the premise that all U. S.-based training programs must be seen as supplementary to OEF's institutional development efforts in the field.

OEF conducts a great number of training programs in the field. In fact, the primary institutional development technique used by OEF is the seminar, as will be seen in the narrative. Ten times the number of persons trained in Boston have undergone training in Latin America. Approximately 90% of all OEF field staff time is



spent preparing, conducting, or following up on local seminars. It is these local seminars which will receive major attention in this report.

### III. OEF PARTICIPANT TRAINING PROGRAM

Each year OEF conducts two U.S.-based training programs. One is a four month Institute for women leaders in Boston. The other is a five week program called the "Multinational Seminar." OEF receives AID support for the Institute and the support of the State Department's Bureau of Cultural Affairs for the Seminar. Since the Institute is AID-funded, it will receive more attention in this report.

The Institute has changed in recent years. It was originally set up as a full academic year program at Wellesley College in 1963. It was later moved to Pembroke College at Brown University and, in 1967, to Boston University. At Boston University, the Institute was shortened to four months and its courses were conducted completely in Spanish. Prior to this year's Institute, 118 participants had attended the Institute.

The Seminar has been conducted annually since 1961. This is attended by women leaders in civic and volunteer work throughout Latin America. Participants usually number around fifteen. The group spends two weeks in Washington and makes field visits to civic development projects throughout the United States. Since 1961, 131 Latin American women have attended the Seminar.

Although the emphasis of this study is not on these participant programs, the following information has been developed in order to arrive at some benchmarks and new directions.

- A. Observations of a two-day trip to the Boston Institute.
- B. Report on the status of OEF follow-up on graduates.
- C. List of OEF graduates who now have positions of influence in Latin America.

## A. Observations of a Two-Day Trip to the Boston Institute

Six questions served as the basis for observing the Boston Institute:

1. Are the goals of the Boston Institute well-defined?
2. Who are the participants? How did they react to the program?
3. Who serves on the Institute staff? How effective are they?
4. What is the content of the course? Which techniques are used?
5. How useful were the field visits made in Boston?
6. Which special problems have been encountered by the Boston Institute?

1. Are the goals of the Boston Institute well-defined?

The staff of the Institute were working with the following five, clearly defined goals:

- a. To develop participatory skills in groups through the acquisition or improvement of inter-personal relations.
- b. To share knowledge about activities and concerns in a number of Latin American communities.
- c. To discuss the potential and problems of change as related to social, political, and economic development and the inter-relationship among these.
- d. To observe U.S. volunteer organizations in action, with particular emphasis on the League of Women Voters and discussions of possible adaptation to home countries.
- e. To permit participants to acquire knowledge of organizational techniques.

A corollary purpose of the program was to improve international understanding. This was certainly achieved in this project. Each participant felt that her appreciation for and understanding of the United States was substantially improved.

2. Who were the participants and how did they react to the program?

There were a total of 21 participants from eleven countries in the '69 Institute, broken down as follows:

Colombia 5  
 Panama 3  
 Bolivia 3  
 Dominican Republic 2  
 Guatemala 2  
 El Salvador 1  
 Honduras 1  
 Chile 1  
 Argentina 1  
 Costa Rica 1  
 Nicaragua 1

Of these, eight were professional teachers; four were social workers; and two were lawyers. The group also included a public health specialist, a businesswoman, and five persons in clerical and miscellaneous positions. They ranged in age from 22 to 39. The medium age was 30.9.

The participants were mostly from middle class families. Only one had not gone beyond primary school. Thirteen had completed high school, and an additional seven had completed their university work. The person from the lowest economic situation was the most serious-minded and impressive member of the group to the observer.

The Institute staff felt that the participants were less well-selected than those of other years. The primary reason for this was considered to be the lack of field interviews with candidates.

The fact that AID Missions do not make commitments to send participants until the end of the fiscal year gives the Institute a short time for an orderly selection process.

Despite letters sent to participants prior to leaving for the United States, there were many misconceptions of the purpose of the Institute, and the participants did not have a sufficiently clear idea of what to expect. Several mentioned that they had expected to learn English in Boston.

Participants did not receive adequate health screening. Several participants had serious health problems - two requiring surgery. In all but one case, the problem should have been detected by a good physical examination. Besides interrupting the course, the health problems placed very serious additional burdens on the staff.

The participants also had serious problems adjusting to U.S. customs and life style - a problem which can never be avoided but can be diminished with proper advance preparation.

On the whole, the participants viewed the Institute and the staff favorably. Only one person was really unhappy with the experience. A questionnaire submitted to the participants mid-way through the course asked what their main disappointment had been. The majority cited their own inability to get along with each other rather than any factors which the OEF could control. The same questionnaire brought out strongly favorable attitudes toward the course.

3. Who serves on the staff of the Institute? How effective are they?

The following were the persons on the Boston Institute staff and their responsibilities during the 1969 Institute:

Dr. William Angell - Evaluation Consultant. Dr. Angell developed instruments for data collection at strategic points throughout the Institute; discussed the findings at staff meetings; and evaluated the overall Institute program.

Joyce Bowden - Associate Director. Miss Bowden made arrangements for group and individual field visits, arranged field work week placements; coordinated the trip to New York; and evaluated all field experiences of the participants.

Eliska Chanlett - Director. Mrs. Chanlett was responsible for overall direction of the program and Liaison between staff and the Washington office of OEF. She conducted the course on organizational techniques.

Ruth Fletcher - Administrative Assistant. Miss Fletcher organized the office work and was in charge of all administrative details such as purchases, financial transactions, requisitions, vouchers; checking accounts, participants' grants.

Jean Lessner - Resident Teaching Associate. Miss Lessner lived with the participants and kept a log of significant events, participants' attitudes and general residence conditions. She occasionally assisted Mrs. Chanlett in the technique sessions; and served as an escort and interpreter for the participants.

Dr. Luis Morales - Human Relations Trainer. Dr. Morales conducted weekly human relations sessions with the participants.

Mr. Joseph Slavet - Coordinator for Boston University. Mr. Slavet assisted the director in planning the curriculum; served as liaison with the University; secured speakers and arranged for classrooms.

The Boston Institute of the OEF is an exceptionally well-administered program primarily due to the strong leadership of Mrs. Eliska Chanlett. The Director followed good management practices such as careful planning procedures, regular reporting systems, good staff communications. She made maximum use of her staff's time through clear-cut delegations of authority.

The Staff maintained a personal interest in the participants. Jean Lessner lived with the participants and was on call both during the day and in the evening. Mrs. Chanlett conducted personal interviews with each participant. Joyce Bowden seemed to enjoy each field visit as much as they did. One staff member participated in the "human relations" sessions with the participants - giving them an opportunity to air difficulties and know each other on a deeper level. The manner in which the Staff could discuss the personality of each participant in an understanding, almost clinical way was impressive.

Good working relationships existed among the staff. The work of the three full-time women was buttressed by the support of the three part-time male members of the staff. The part-time staff have developed a personal interest in the participants and contributed considerably to the program.

4. What is the content of the course? Which techniques are used?

The Institute was organized around the following weekly themes:

Individuals and Institutions  
 Volunteer Organizations  
 Small Groups  
 Social Development  
 Political Development  
 Educational Development  
 Economic Development  
 Demography and Development  
 Mental Health

The Institute "week" was broken down into the following approximate hours:

Lecture (on one of the above weekly topics) - 4  
 Community Profiles - 4  
 Human Relations - 6  
 Techniques - 6  
 Reading/Study - 3  
 Participants Planning and Organization - 2  
 Observation Visits - 2  
 English Tutoring - 3  
 Briefings prior to field experiences - 3  
 Report on field experiences - 1  
 Miscellaneous (admin. questionnaires, etc.) - 2  
 Result of Participants Planning - 3

TOTAL

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33

Human relations training can be seen as a technique designed to assist the participants to communicate with each other more honestly and enable them to derive more from their experiences. Reports on the 1968 Institute indicate that the human relations training was so well-received that it dominated the course. This was not the case this year.

The Institute relies heavily on the technique of group discussion. The women were expected to participate constantly, as authors of "community profiles", in planning sessions, or in human relations sessions. This is extremely difficult for persons who are totally oriented towards a lecture system. The observer feels too much was expected of the participants in this regard.

A technique introduced this year as part of the formal program was the assignment of research projects to individuals and groups of participants. This was the first year in which this exercise was done. Among the research projects assigned were:

Promotion of Citizen Orientation  
 Principal Planning Aspects of Short Courses and Seminars for  
 Voluntary Organizations  
 Readings on Underdevelopment, with Critical Comments  
 Parent Education  
 Training Needs of Community Developers  
 Concurrent Education and Recreation Services for Mothers  
 and Children  
 Organization of a University Retreat

5. How useful were the field visits made in Boston?

The Boston Institute offered field experience of various types: 1) week-end and weeks with families, 2) daily visits to citizen groups, social centers, and 3) placements in a social agency.

Listed below are some of the field sites visited:

A Model Neighborhood Board  
 League of Women Voters of Massachusetts  
 The Maervick Street Mothers of East Boston  
 Roxbury Multipurpose Center  
 Mackey School, Hilltop School  
 Opportunities Industrialization Centers  
 Science Museum

Teacher Training Projects  
 Massachusetts Mental Health Center  
 Family Planning Clinic, Providence, R.I.  
 Fernald School  
 North Suffolk Mental Health Center  
 Boston State Hospital  
 State Hospital at Melfield

Candidates meeting in Newton, Beverly, and Waltham  
 Polling Places  
 Radcliffe Institute for Continuing Education of Women  
 International Ladies Garment Workers Union  
 ETV-WGBH TV

Rehabilitation Workshops  
 Schools of Social Work in Boston  
 Nutrition Project of MIT  
 New England Home for Little Wanderers



Below are the social agencies to which participants were assigned:

YWCA Boston  
 Action School  
 All Saints' Lutheran Church  
 SNAP Head Start  
 Concentrated Employment Program  
 Dorchester APAC, South Boston APAC (Area Planning Action Council)  
 School Volunteers for Boston  
 Hilltop School  
 Greater Boston Association for Retarded Children  
 Mayor's Office of Public Service  
 Boston Legal Assistance Project  
 Boston Regional Office  
 Emergency Tenants Council  
 Beth Israel Clinics  
 Maternal and Infant Child Care Clinic  
 Goddard House  
 The New England Hospital  
 Community Teamwork, Inc.  
 Family Planning Clinics  
 Lincoln Square Multi-Service Center  
 APCROSS (Action for the Promotion of the Civil Rights of the  
 Spanish Speaking)

Through these field visits and assignments, the Institute is introducing participants to the United States at the grass roots level. The choices of field sites were excellent. They show women volunteers and community groups "in action." They show innovative attempts to deal with poverty in the United States, and, as such, are in line with AID's purposes under Title IX.

Increased emphasis has been placed this year on field visits. The following innovations have been introduced: a) a full time staff person was assigned to coordinate the field visits; b) the participants were allowed to choose their own program; c) the participants were placed in social agencies for a week.

Most participants rated their field experiences as the most useful aspect of the training program. A questionnaire was administered by Dr. Angell in December, 1969, which asked which activities, events or experiences had been the greatest benefit to them. Ten felt the family weekends were the most useful. Seven felt the "field weeks" were useful. "The participants," Dr. Angell wrote, "were uniformly favorable to work weeks, the home visits

and the group observation visits." This attitude was reflected in their description of persons who should be selected for the Institute. Fifteen of the 21 participants felt that the most important characteristics of potential participants should be experience as a volunteer in community work. This was more than three times the number of participants who felt that way the year before.

An additional experience which made a strong impression on the participants was observing and demonstrating in the November moratorium. The Institute briefed all the participants on the moratorium and encouraged them to observe it as an important example of U.S. citizen involvement in political issues. Eleven participants felt that this was the most valuable "extra-curricular activity" of the entire training program, according to Dr. Angell's report.

The Institute benefits from wide support within the Boston community in the field training. Families accept participants for weekends and full week visits. Citizen groups assist with the field trips. The participation of the Massachusetts League of Women Voters in the Boston Institute is substantial. In addition to serving as models for programs, League women provide a personal touch to the program so often missing in cultural affairs tours or AID participant programs.

6. What special problems have been encountered by the Institute?

There are three special problems facing the Institute which make a sustained and orderly program difficult.

Problem #1 - Staff Continuity

Since the Institute program began, evaluations have brought out the need for greater continuity in staff. Due to the fact that the Institute is a four month course, this will remain a chronic problem. The full-time staff of the '69 Institute will urge a complete turn-over this year. Mrs. Chanlett is re-

turning to North Carolina. Jean Lessner will return to OEF/Washington. Joyce Bowden is leaving OEF. Neither AID nor OEF have any idea of who will run the program in 1970. Some continuity is provided by the League volunteers and the Boston University staff.

### Problem #2 - Language

The language problem has always plagued this program. The participants cannot be expected to speak English - or to learn it in the short time they have to prepare for the visit. Of the 21 participants at the Institute only three had a good grasp of English. Sixteen spoke none at all. As reported earlier, many expected to be taught English when they arrived in Boston. With the increased emphasis on field visits, interpreters are continuously in demand. Volunteers are often not first-rate translators. Staff competency in the language is already spread too thin. Crash programs to teach English to the participants are well motivated but do not do the job. There is an obvious need for two interpreters to be assigned permanently to the group while it is in Boston, although they need not be full-time interpreters.

### Problem #3 - Budget

Since the Institute is funded by USAID participant funds, Institute Staff cannot prepare their budget, or their program, in final form until after their students arrive. This makes it impossible to make firm plans for the program.

B. Report on the Status of OEF Follow-up on Graduates

In order to obtain an idea of the status of follow-up on graduates of OEF participant programs, charts were prepared to indicate:

1. The number of Institute and Seminar participants from each country.
2. The number of graduates of both programs with whom OEF has lost contact.
3. The number of graduates actively engaged in professional positions where they use their OEF training.
4. Those who were involved in voluntary activities during calendar year 1969.
5. Those who were active both as volunteers and professionals.

Central America

<u>COUNTRY</u>	<u># Partic. Institute</u>	<u>#Seminars</u>	<u>Total Number</u>	<u># Out of Contact or Present Activities Unknown</u>	<u>Currently Profession- ally Employed</u>	<u>Currently in Voluntary Activities 69</u>	<u>Both</u>
COSTA RICA	5	5	10	2	6	7	5
EL SALVADOR	5	4	9	3	7	5	3
GUATEMALA	5	5	10	2	9	8	7
HONDURAS	5	4	9	2	7	4	4
NICARAGUA	4	4	8	3	5	7	5
PANAMA	9	6	15	5	9	10	8
DOM. REP.	4	9	13	-	7	8	8
TOTAL	37	37	74	17	50	49	40

SOUTH AMERICA

<u>COUNTRY</u>	<u>INSTITUTE</u>	<u>SEMINAR</u>	<u>TOTAL NUMBER</u>	<u>NO. OUT OF CONTACT OR PRESENT ACTIVITY UNKNOWN</u>	<u>CURRENTLY PROFES- SIONALLY EMPLOYED 1969</u>	<u>CURRENTLY VOLUN- TEER ACTIV- ITIES ONLY 1969</u>	<u>BOTH PRO- FESSIONAL AND VOLUNTEER ACTIVITIES</u>
Argentina	18 (1 deceased)	11	29 (1 deceased)	9	16	3	16
Bolivia	16	12	28	0	18	10	13
Brazil	4 (1 deceased)	18	22 (1 deceased)	17	2	2	1
Chile	13	6	19	7	12	0	6
Colombia	13	11	24	6	15	3	14
Ecuador	5	11	16	6	6	4	4
Paraguay	-	7	7	6	1	0	1
Peru	7	16	23	5	18	0	18
Uruguay	-	-	-	-	-	-	-
Venezuela	<u>4</u>	<u>2</u>	<u>6</u>	<u>1</u>	<u>5</u>	<u>0</u>	<u>0</u>
Total	80	94	174	57	93	22	73

C. A List of Successful Graduates

In order to provide an idea of the effectiveness of OEF graduates in their own countries, OEF staff was asked to list twenty-five women in South America and Central America who have been through OEF training and are presently in important positions. No connection between OEF training and their present positions can be proven or even implied. However, the following list does indicate that OEF has identified real women leaders.

POSITIONS OF OEF INSTITUTE AND SEMINAR GRADUATES

SOUTH AMERICA

- Argentina:
- Sra. Marta de Cabezas, Seminar 1964: Professor National University of Cuyo, Director of Social and Economic Statistics, Municipal Government of Mendoza.
  - Sra. Lucrecia de Calvo, Institute III: Director, Department of Promotion for Rural Communities, Provincial Service of Potable Water and Rural Sanitation.
  - Srta. Nydia Castro G., Institute 1969: Acting Chief, Department of Community Assistance, Ministry of Social Affairs.
  - Srta. Alicia Pesado, Institute I: Chief Ministry of Social Welfare, San Juan.
- Bolivia:
- Sra. Maragarita Tomsich de Catacora, Seminar 1966 - Institute VI: Journalist and Editor, "Prensa Libre", Part time Executive Director, CONIF.
  - Sra. Ruth Gladys Rivera de Montes, Institute V: Lawyer, Juridical Advisor, Ministry of Planning.
  - Sra. Aurora de Oporto, Seminar 1969: Mayoress of Uyuni, Bolivia.
- Brazil:
- Srta. Therezinha Fran, Institute I: Director of Planning, Department of Education, Sao Paulo. Considered top experimental educator in Brazil.

- Chile:
- Sra. Rosa C. de Aguirre, Seminar 1968: Professor, Schools of Social Work at Chilean National and Catholic Universities. (recently deceased).
  - Srta. Oriana Caviedes V., Institute V: Social Worker, Head of School of Social Work, Temuco.
  - Srta. Magaly Huerta Rojas, Seminar 1964: Legal Council, Department of Child Welfare, Ministerial Commission for Protection of the Young.
- Colombia:
- Srta. Antonia Cardozo, Seminar 1962: Regional Supervisor, Ministry of Education.
  - Sra. María Elena de Crovo, Seminar 1968: Senator, Colombian National Assembly.
  - Sra. Eva de Gómez, Institute 1969: Deputy Provincial Assembly.
  - Dra. Fanny Gonzales F., Seminar 1962: Judge, District Court for Juveniles.
  - Srta. Carlota Restrepo, Institute I: Director, Advanced Institute of Rural Education.
- Ecuador:
- Sra. Nora de Salgado, Seminar 1967: President, Girl Scouts of Ecuador.
  - Srta. Fanny Vega, Institute I: Supervisor of Teacher Training Ministry of Education.
  - Sra. Clementina de Zavala, Seminar 1965: Local Supervisor of Education.
- Paraguay:
- Sra. Carmen de Lara C., Seminar 1966: Member, Paraguayan National Assembly.
- Peru:
- Srta. Ernestina Baca, Seminar 1969: Managing Editor, "Diario El Comercio", Cuzco.
  - Dra. Isabel Peña de Calderon, Seminar 1961: Vice-Minister of Education.
  - Dra. María Marta Pajuelo, Seminar 1962: Director of Teacher Training, Ministry of Public Education.
  - Dra. Matilde Perez Palacio, Seminar 1962: Director, School of Journalism, Catholic University; Member of Peruvian Senate.
- Venezuela:
- Srta. Teresa Albáñez, Institute II: Associate Executive Director, FIPAN.

## CENTRAL AMERICA AND DOMINICAN REPUBLIC

## Costa Rica:

- Sra. Janina Bonilla de Ulloa, Institute 1966, Central American Workshop 1968: Sub-Director of King's College; Professor of general anthropology, Department of Human Sciences, University of Costa Rica.
- Sra. Teresa Zavaleta de Goicoechea, Multinational Seminar 1968: Councilwoman, City of San Jose.
- Dra. Irma Morales, Multinational Seminar 1962: Director, Comisión Nacional de Alcoholismo.
- Sra. Matilde Marin de Soto, Central American Workshop 1964: Deputy, National Congress.

## Dominican Republic: 26 Women Governors, Three national seminars, 1968-69

- Sra. Altagracia Astacio de Terrible, Regional Seminar 1968, Multinational Seminar 1968: Director of Education for the Province of San Pedro de Macoris.
- Srta. Melania Guareño, Regional Seminar 1968, Multinational Seminar 1968: Inspector of Education in the Province of Santiago.

## El Salvador:

- Sra. Maritza Aguillon de Calderon, Central American Regional Training Program, 1969: Supervisor and Social Work Coordinator of Hospital Benjamin Bloom.
- Srta. Margarita Cortez de Cevallos, Multinational Seminar 1967: Head of Social Workers Department, Institute of Urban Living.
- Srta. Doris Osegueda, Multinational Seminar 1969: Deputy, Legislative Assembly.

## Guatemala:

- Srta. María Clemencia Merida, Institute 1955: Director of Colegio de Varones D'Antoni, group leader in Consejo de Coordinación made up of school directors.
- Srta. Melida Muralles Soto, Multinational Seminar 1962: Director of Bienestar Inf. y Familiar de la Secretaria de Asuntos Sociales, Presidencia de la República.
- Dra. Odette de Passarelli, Multinational Seminar 1965: Physician and surgeon. Works on a program for Promoción Humana (Educación Sexual) in the Universidad del Valle.
- Sra. Blanca Luz M. de Rodriguez, Central American Workshop 1965: Deputy in Congress.



- Honduras:
- Sra. María Luisa de Bertrand, Central American Workshop 1964: Honduran Delegate and Vice President of Interamerican Commission of Women.
  - Srta. Alba Cano Montalvan, Central American Workshop 1967, Institute 1968: Supervisor of Social Studies for Secondary Schools, Ministry of Public Education.
  - Srta. Mercedes Sofía Hernández, Institute 1966, Central American Workshop 1968: Director, Escuela de Servicio Social, Ministerio de Trabajo y Previsión Social.
  - Sra. Esperanza Tome de Van Tyll, Central American Workshop 1968: Social worker, author of Manual para Voluntarios Sociales, San Pedro Sula, 1969.
- Nicaragua:
- Sra. Sylvia A. de McEwan, Central American Workshop 1966, Institute 1966: Directora Ejecutiva del Programa de Planificación Familiar, Oficina Pro-Bienestar de la Familia.
  - Sra. Lupe N. de Quadra, Multinational Seminar 1968: Director School of Nursing, Nicaraguan Red Cross.
  - Sra. Myrla Goldman de Vega, Central American Workshop 1965 and 1968: Characterized by OEF field representative as most outstanding member of Organización Cívica Nicaragüense de Ciudadanas. Volunteer.
- Panama:
- Srta. Ligia Mercedes Jaén, Institute 1966, Central American Workshop 1968: OEF's Junior Field Representative in Central America.
  - Sra. Carmen de Quintero, Institute 1968: Director of Public Relations of the Ministry of Labor, Social Security, and Public Health.
  - Srta. Ana Gertrudis Rodríguez M., Institute 1966, Central American Workshop 1968: Chief of Servicio Social del Instituto Panamericano.
  - Sra. Luz Eneida Rodríguez M., Central American Workshop 1966: Presidenta, Asociación Latinoamericana de Escuelas de Servicio Social; Comisionada Internacional, Asociación Nacional Muchachas Guías.

D. Benchmarks

1. The Boston Institute has clearly defined objectives and goals.
2. Participants in the Institute come from middle class economic and social backgrounds.
3. The present selection process is inadequate.
4. The lead time given to OEF by the Missions is not adequate either in terms of course preparation, or in the preparation of participants.
5. Participants have a high regard for their Institute experience.
6. The Boston Institute staff is exceptional in terms of competence and commitment.
7. Course work is too discussion-oriented.
8. The experience of observing U.S. democratic institutions in action is the most valuable for the participants.
9. The Institute has successfully involved the residents of Boston in the program.
10. The most serious administrative problems facing the Boston Institute are: continuity of staff; lack of interpreters; and lack of a firm budget.
11. OEF has remained in contact with approximately two-thirds of its graduates, a relatively high percentage.
12. OEF trained women now are in positions of influencing change in their own countries.

E. Directions for the Future

1. Current emphasis on field experiences should be continued because it exposes the participants to Boston, to volunteers, and to the United States in the most rewarding way.
2. The amount of discussion-oriented classroom work should be reduced and the participants exposed to more direct contact with institutions and citizens. The duration of the Institute could be shortened in this way.
3. In-country selection of participants should be improved. The following system is suggested:
  - a. Candidates should be nominated by a local organization.
  - b. Candidates should be interviewed by OEF field representatives before being recommended to the Mission.
  - c. Mission-selected participants should be approved by OEF selection committees in Washington.
  - d. The above should be done with sufficient lead time to allow for adequate pre-departure briefings.
4. Preparations of participants should emphasize the purpose of the program and the adjustment the participants must make. This should be done by OEF graduates wherever possible.
5. More thorough physical examinations should be given to participants.
6. More women leaders from low income groups should be invited to attend.
7. An effort should be made to maintain a core of present Institute staff for future programs.
8. Two Spanish language interpreters should be assigned to the Institute.

IV. OEF ADMINISTRATIONA. Questions

The benchmark analysis of the OEF administration in Washington was based on the following six questions:

1. Does OEF have carefully planned goals for its activities in Latin America?
2. What are the responsibilities of the professional staff presently supported by the AID Regional contract?
3. What roles do volunteers play in the OEF administration?
4. To what extent is OEF dependent on AID support?
5. What is the relationship between the League of Women Voters and the OEF?
6. Does OEF successfully coordinate its activities with other civic development efforts?

Goals

1. Does OEF have carefully planned goals for its activities in Latin America?

In a program planning document prepared by the Latin American Committee, OEF goals are stated in the following way:

"To encourage and assist, within the framework of the national cultures of other countries, the development of citizen initiative, participation and action; and to help voluntary groups to work together to identify realistically their needs in order that they may evolve their own ways of meeting them."

- a. "Encourage the establishment of viable institutions, such as citizens' organizations, community action groups, information or volunteer training centers.
- b. "Stimulate the undertaking of practicable civic programs, involving local, national or regional cooperation, which will expand perspectives for citizen action.
- c. "Provide counsel to voluntary, educational, and professional organizations which are or will be assuming responsibility

for civic-political-democratic education of citizens.

d. "Train for civic leadership able women who will be willing and competent to assume that leadership in order to further civic development in their countries."

This is an accurate way to describe what OEF is presently doing. The planning document continued to describe ~~such~~ sub-goals for each Latin American country. Further improvement in the planning process could be made if country goals were stated in more specific terms, such as kinds of projects which will be undertaken and the numbers of persons who will be reached by the effort. Although OEF cannot make plans for national organizations, it can encourage them to improve their planning process.

AID /W has often been unclear with regard to its idea of OEF's main purpose. In a letter to mission directors, AID suggested OEF's goal was:

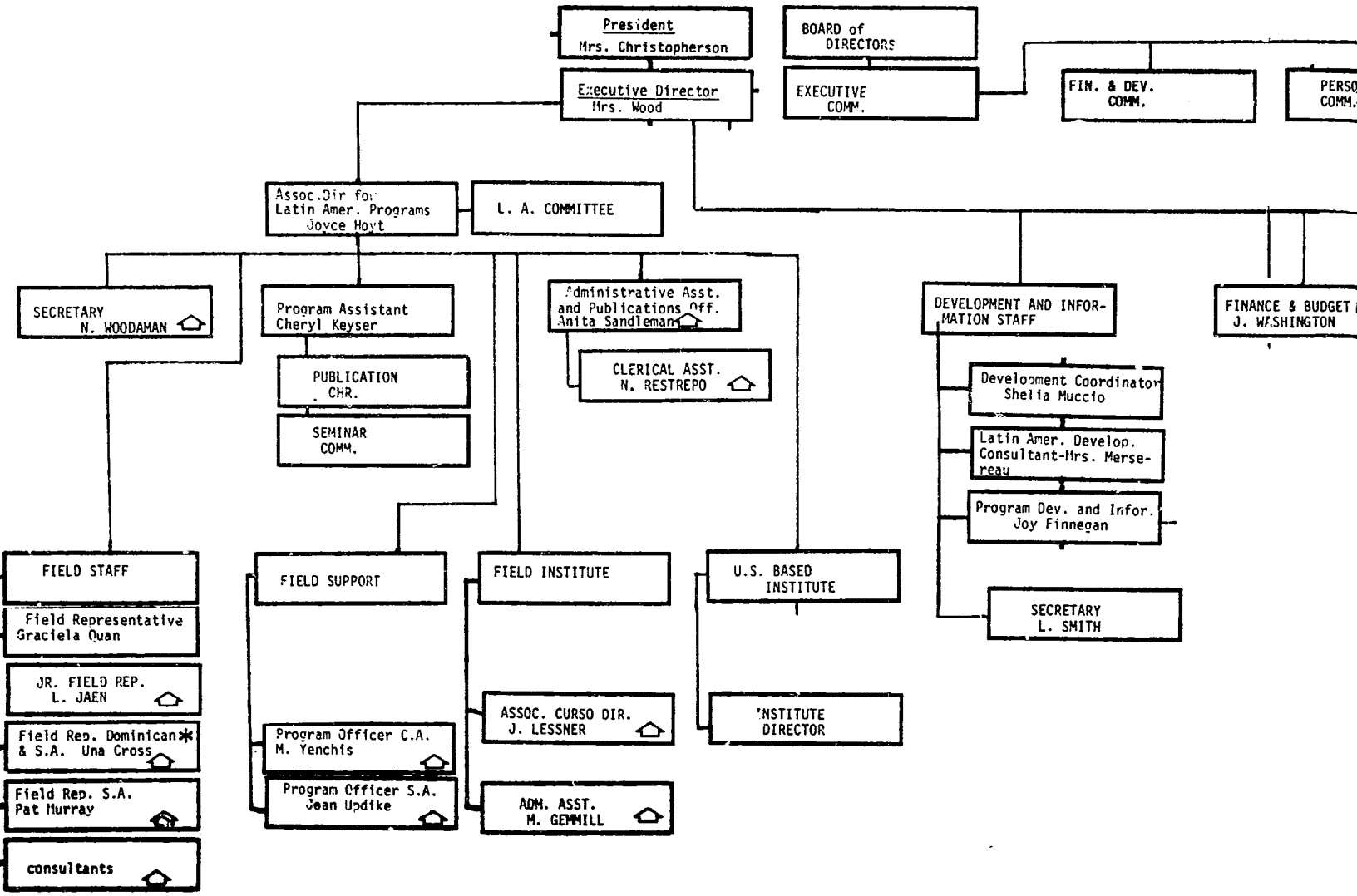
"To provide advisory assistance on organizational techniques to all organizations who may be forces for democratic development."

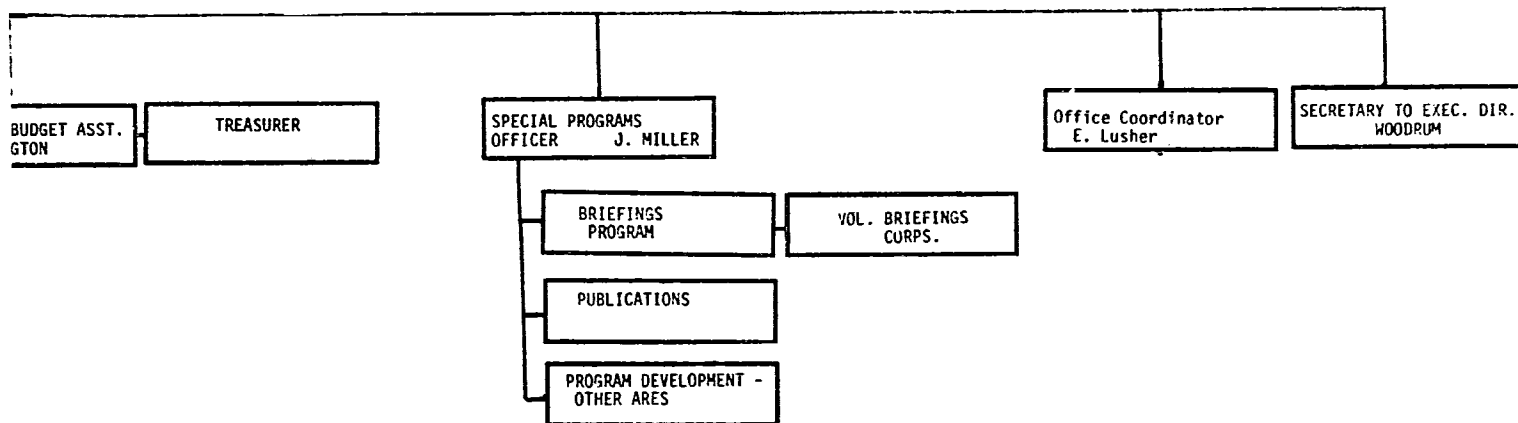
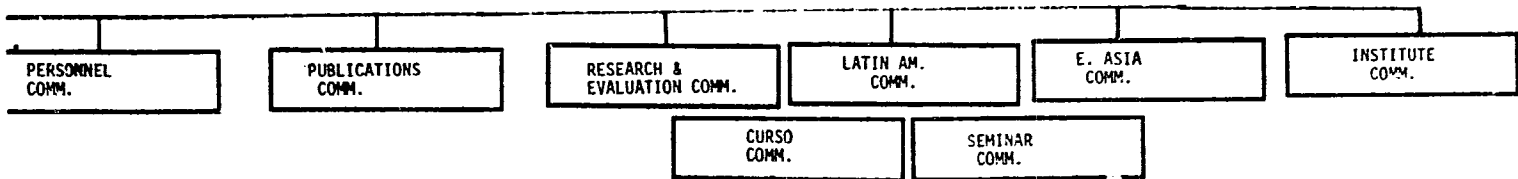
Under this nebulous definition, OEF would have no definite idea of its responsibilities under the regional contract. AID's requests for reports and plans from the OEF reflect its own lack of clear goals for the project.

### Staff

2. What are the responsibilities of professional staff presently supported by the AID Regional contract?

The chart below gives the staffing position for OEF's Washington office, and indicates which personnel are involved in the AID Regional contract and the crucial role of volunteers on committees.





AID FUNDED 

\* Salary - one half region funded

An analysis of the bio-data on professional staff involved in the AID Regional contract indicates that they possess background and experience for working with women's groups in Latin America which is more than adequate.

Although the position of Executive Director is not funded by AID, it is crucial to the successful functioning of the OEF. For a five month period during 1969, this position was filled, on a rotating basis, by volunteers who did not live in the Washington area. This created a lack of continuity in leadership which had ill effects on morale.

OEF staff working under the AID Regional contract are broken down primarily by geographic areas with a functional division of responsibilities. The following are the professional positions funded under the contract and a description of their responsibilities:

Field Support Officers: Each field support officer backstops a small number of persons in the field. However, she has other functions as well. These include: 1) corresponding with the 250 graduates of U.S.-based programs in Latin America; 2) answering inquiries from Latin American women on the League, OEF, Institute and Seminar, (it was the frequency of requests for information on the League which prompted the formation of the OEF in the first place); 3) planning field programs, including the Institutes in the field which were held during the past fiscal year; and 4) summarizing reports from field representatives.

Program Associate: OEF carries on a wide correspondence with women's groups throughout Latin America and with its own course graduates. In addition, OEF produces a newsletter, training guides, and reports which need to be translated into correct Spanish. The program associate's function is to edit all OEF materials to assure they are issued in proper Spanish.

Field Staff: The activities of the field staff are described in the narrative sections on South America and Central America. It is sufficient here to



point out how they fit into the overall administration of the OEF.

Field Representative for Central America: This position is financed directly by OEF. No AID funds are used for salary.

Associate Central America Field Representative: This position is funded under the AID Regional contract. The incumbent has been undergoing training in human relations during her first six months with OEF. She was originally brought abroad as an assistant to the Central American Field Representative, but OEF intends to use her as a group skills specialists throughout Latin America.

Field Representative in Dominican Republic and South America: The incumbent spends half her time in the Dominican Republic, during which time her salary is paid by the AID mission. During the other half, she is used as a field representative in Bolivia and Peru under the Regional contract.

### Volunteers

#### 3. What Roles do Volunteers play in the OEF administration?

In order to understand the OEF operation in Washington, it is important to understand it is a voluntary organization. An enormous amount of volunteer service time is channeled into the operation at all levels, for example:

- a. The OEF staff was administered by volunteers for 5 months in 1969 when the post of Director was vacant.
- b. Some volunteers have made field trips at their own expense. OEF is getting started in Asia through a trip made by a volunteer who is paying her own way. One OEF staff person paid her own way to the OEF Seminar in Colombia.
- c. Some volunteers at OEF headquarters keep regular hours during special periods substantively increasing staff capability.

OEF volunteers have very valuable experience to offer. One of the OEF volunteers is a wife of the former Mission Director in Bolivia and the Dominican Republic.

Below is OEF's record of the number of volunteer hours devoted to the program in calendar year 1969:

<u>Meeting for Planning Activities</u>	<u>People</u>	<u>Hours</u>
Trustees	36	78
Board of Directors	23	345
Executive Committee	9	360
Personnel Committee	10	270
Finance & Development Committee	11	330
Publications Committee	13	78
Latin American Committee (CORE)	12	332
Latin American Committee	15	72
Curso Committee	9	70
Seminar Committee	14	96
Institute Committee	12	33
Institute Program Advisory	7	70
Nominating Committee	3	<u>9</u>
		2143
Board/Staff Workshop	20	<u>480</u>
		<u>2623</u>
<u>Indivuduals</u> (In addition to committee meeting attendance)		
Chairman, Seminar Committee	1	300
Volunteers, Seminar	131	564
Chairman, Latin American Committee	1	200
Chairman, Institute Committee	1	780
Volunteers-English teachers	30	2550
Volunteers-Others in Boston area	70	1190
Chairman, Publications Committee	1	150
Volunteers, Publications	3	105
Chairman, Finance & Development Committee	1	2000
Chairman, East Asia Committee	1	70
Volunteers, League Liaison	1	60
Chairman, Briefings Committee	1	40
Executive Committee (Members serving as Acting Executive Director, Jan. 1-June 1, 1969)	6	<u>500</u>
		<u>8509</u>
	GRAND TOTAL	11,132

The successful coordination of this amount of volunteer time in organization is a very difficult task. It can result in too many committee meetings, slow the decision-making process, and devour a great deal of staff time. Major efforts are made to keep everyone well-informed. In this case, the contributions which the volunteers make to the program are well worth the effort.

AID Support

4. To what extent is OEF dependent on AID support?

Below is a chart indicating the percentage of AID funds in the total OEF budget from FY 1966 to FY 1969:

<u>Year</u>	<u>AID Funding</u>	<u>%</u>	<u>Other Sources</u>	<u>%</u>
FY 1966 June	\$178,541	60%	\$122,997	40%
FY 1967 June	155,290	55	127,914	45
FY 1968 June	137,178	49	146,549	51

The percentages indicate that OEF reliance on AID funds has been decreasing in recent years, but not to the degree that would presage any major step in the direction of self-sufficiency.

OEF has made a definite committment to reduce its dependence on AID funds and to increase the number of private benefactors. A major fund-raising effort in Latin America was conducted under the auspices of the Ford Foundation. A partial list of institutions from whom OEF received support in the past year follows:

Corporations & Corporate Foundations

EBASCO Industries  
 First National City Bank  
 W. R. Grace  
 Humble Company Charitable Trust  
 Levi Strauss Foundation, Inc.  
 Mobil Oil Corporation  
 Sears-Roebuck Foundation  
 Singer Sewing Machines  
 United Fruit

Foundations

The Ford Foundation  
 Interchange Foundation  
 The Ivy Fund  
 The Judson Fund  
 The Lasbury Foundation, Inc.  
 The Charles E. Merrill Trust  
 Rockefeller Brothers Fund, Inc.  
 The Scherman Foundation, Inc.  
 The Stetten Foundation  
 The Tennant Foundation  
 Blanche & Frank Wolf Foundation

Some success has been made in increasing OEF's ability to fund its Latin American program independently of AID. FY 70's Field Institute in Argentina will be funded almost entirely from private contributions.

The OEF assists with and stands to benefit from an eleven million dollar Fiftieth Anniversary drive of the League of Women Voters. OEF is slated to get  $\$1\frac{1}{2}$  million of the \$11 million contingent upon the total being raised. At the present time, the drive has reached approximately 55% of its goal.

#### League - OEF Relationship

5. What is the relationship between the League of Women Voters and the OEF?

The relationship between the League of Women Voters and the OEF is presently in a state of flux. OEF is incorporated as a separate legal entity, has a different Board of Directors and operates independently of the League. Few staff members of the OEF are members of the League (approximately three or four). Over the past four years, there have been discussions of a closer relationship between the League and the OEF. One proposal is that there be identical Boards of Directors for both the League and the OEF. Another is that at least six persons elected by the League convention sit on the OEF Board. The question is still being discussed.

Although this is a matter of internal debate between the League and OEF and of no direct bearing on the AID Regional contract, AID should be concerned about any change in OEF structure which would decrease its unique Latin American expertise, or its ability to bring foreign area specialists or even foreign nationals onto its Board. Substituting persons whose primary volunteer experience is with domestic politics in the U.S. for present Directors could have this effect. Such an arrangement could cause OEF's staff to spend a disproportionate amount of time briefing the Directors for important meetings.

Coordination

6. How successfully does OEF coordinate its activities with other civic development efforts?

OEF coordinates its activities well with the Inter-American Commission of Women. Mrs. Elishka Chanlett, Director of the 1969 Boston Institute, was U.S. delegate to the IACW from 1961 to 1968. Dr. Graciela Quan, the field representative in Central America, is a past president. Mrs. Una Cross and Miss Patricia Murray, OEF field representatives, participated in IACW seminars in Peru, Ecuador and Bolivia.

OEF is cooperating with the National Development Foundation in Argentina, which is affiliated with the Pan American Development Foundation and with the Dominican Republic Development Foundation. OEF has not adequately explored joint programs with Peace Corps, (especially as a means of reaching rural and squatter area women's groups), and other regionally supported projects such as AIFLD or the International Development Foundation.

### B. Benchmarks

1. OEF has improved its planning over the years, but it needs to make its individual country goals more specific.
2. Filling senior staff positions on a temporary basis through volunteers creates gaps in continuity and leadership.
3. In one case, OEF is assigning a staff person to a functional responsibility (group skills specialist), and training her for it. This is a useful innovation.
4. OEF benefits from the contribution of volunteers in a way which is notable with regard both to the numbers of hours and the quality of the persons involved.
5. Volunteer contributions center around staff work in Washington and policy making at committee meetings. Little of this resource has been used in the field.
6. AID support to OEF has remained around 50% of its entire budget. A definite campaign is being waged to reduce that percentage, including efforts in connection with the League's Fiftieth Anniversary drive and those conducted under the auspices of the Ford Foundation.
7. OEF, as an organization, operates independently and has an identity and capability separate from that of the League.
8. OEF's coordination with other women's programs has been satisfactory. Its coordination with such groups as the Peace Corps, AIFLD, and International Development Foundation could be improved.
9. AID/W does not have a clear and consistent view of the goals which it pursues under the regional contract, nor does it have a coherent reporting system for OEF to follow. Requests to OEF for information are disjointed and repetitious and do not provide an overall view of OEF's training and institutional development activities.

C. Directions for the Future

1. OEF should encourage the local organizations to develop more specific programs and goals.
2. There is a need for a continuous review of field representative activities in the light of OEF's institutional development goals so that they do not spread themselves too thin.
3. OEF should develop additional in-house staff experts in functional areas such as:
  - a. Technical assistance to volunteers.
  - b. Civic/political groups.
  - c. Training programs.
  - d. Other.
4. OEF should develop a list of the skills, language capability, and experience of its volunteers with a view to using them in the field as well as on committees.
5. AID should consider creating a "volunteer fund" which will pay per diem and travel expenses of volunteers who have something useful to contribute in the field.
6. AID should consider support for OEF's fund-raising efforts in order to assist them to become financially independent.
7. AID should express its concern to OEF and the League over any structural changes which would decrease its Latin American capability.
8. OEF should establish direct contact with U.S. headquarters of the International Development Foundation, AIFLD, Peace Corps, in order to pursue joint programs.
9. AID should either:
  - a. Re-write the Scope of Work of the regional contract, specifying the activities it wants OEF to pursue, or
  - b. Provide assistance to OEF on a grant basis.
10. OEF should develop a reporting system which will fulfill AID's informational needs with regard to its planning cycle and Congressional Presentation. This information should be based, wherever possible, on specific country goals.

V. OEF FIELD PROGRAMA. South America

The total number of days spent in South America by OEF staff and volunteers in 1969 was 333, approximately one and a half man years. These were spent in the following countries:

<u>COUNTRY</u>	<u>NUMBER OF DAYS SPENT IN COUNTRY</u>			<u>TOTAL DAYS</u>
	<u>Volunteers</u>	<u>Staff</u>	<u>OEF Consultants</u>	
Argentina		32 (2 staff)	15	47
Bolivia		49		49
Brazil				--
Chile			6	6
Colombia	20	83 (4 staff)	24	127
Ecuador		27 (2 staff)	27 (2 Consultants)	54
Paraguay			5	5
Peru		39 (2 staff)		39
Uruguay				--
Venezuela	6			6
	<u>26</u>	<u>230</u>	<u>77</u>	<u>333</u>

Through on-site observations and a study of the OEF files, an attempt has been made to document what has been accomplished in those countries. Chile, Colombia and Argentina were actually visited by the observers. Information on the remaining countries was gained through a study of the files and in interviews with OEF personnel.



COLOMBIA: Technical Assistance for Volunteers

The organization with which OEF is working most closely in Colombia at the present time is ACOVOL, Agencia Coordinadora de Voluntarios, a coordinating agency for volunteers. Another Colombian organization, the UCC or Unión de Ciudadanas Colombianas, has enjoyed a longer term relationship with OEF, but the UCC is rather inactive at the present time. It will be discussed in the section titled, "The Political Dimension: A challenge still unmet." At the present time, however, ACOVOL is providing assistance to the UCC provincial chapters through a series of seminars which are aimed at strengthening the Boards of Directors.

ACOVOL

ACOVOL began as an outgrowth of a seminar held in Bogota in 1962 under AID auspices. Its purpose was to bring together women active in volunteer organizations in the "Bolivarian countries." The host delegation in Bogota, Colombia, took one of the seminar's recommendations very seriously - that organizations for maintaining communication among volunteer groups and coordinating their efforts should be formed. In 1963, the Bogota delegates held a local seminar in which they decided to establish ACOVOL. In the last seven years, ACOVOL has evolved into an organization with its own headquarters and staff and with the decided influence on the volunteer effort in Colombia. Now over a 100 organizations belong to ACOVOL, grouped into categories according to their specialities. These include: 1) family welfare, 2) community organization and development, 3) child welfare, 4) civic and culture, 5) physical and vocational, 6) health, 7) recreation, and 8) education. The organizations in each category choose two representatives to the ACOVOL Board of Directors.

ACOVOL's main activity has been training. It offers week-long, three hour-a-day, basic courses for volunteers, which some institutions in Colombia require volunteers to take before they will accept their services. It also offers technical courses in specialized fields. A course for recreation aides was in progress when I was in Colombia. It offers other specialized courses in child welfare and hospital work. Over the years ACOVOL has trained more than 4,000 volunteers. The following courses have been given by ACOVOL since 1966:

43 seminars	2,956 participants
43 motivation conferences	468 participants
8 workshops (technical)	265 participants
25 initial courses	631 participants
18 specific courses	<u>90 participants</u>
	4,410 participants trained

ACOVOL has prepared a manual on methods for conducting workshops and seminars which it has distributed throughout the country. This manual, which is a long and comprehensive textbook on organizational techniques, was published with the assistance of USAID/Colombia.

ACOVOL headquarters consists of classrooms, conference rooms, and offices for volunteers and paid staff. Paid staff includes a professional social worker on a part time basis and a full time secretary. The President of ACOVOL, Mrs. Olga Marillano de Pisano, is a volunteer who tends the office on a daily basis without compensation.

One of the main objectives of ACOVOL is to improve relationships between the volunteers and professionals who work in social agencies. This problem assumes a different form in Colombia than it does in the United States. In the U.S. there is a need to convince professionals to accept the contribution of volunteers in professionally-oriented institutions. In Colombia, the need is to convince large groups of volunteers to accept the skills and professional training of social workers. In one hospital, for

example, there were 120 volunteers and only one trained social worker. Consequently, AVOCOL has tried to increase professional service staff in social agencies.

Another ACOVOL objective is to deal with prevailing concepts and habits of paternalism. There is a long tradition in Colombia of well-to-do, upper class matrons carrying on social projects which serve their egos, rather than the poor. ACOVOL training programs are designed to offset paternalistic attitudes and tendencies.

Indication of ACOVOL's role as a leader in the volunteer movement was the fact that ACOVOL was made responsible for a nationwide program to enlist volunteers in the preparations for Pope Paul VI's visit to Bogota.

ACOVOL is not a national organization. Similar organizations exist in other parts of Colombia, but they are not as well organized. In conjunction with a desire to expand the ideas and experience of ACOVOL to other Colombian cities, OEF conducted its first joint project in 1969.

#### OEF and ACOVOL

OEF involvement with ACOVOL actually began with the Bolivarian seminar in 1962. An OEF consultant was present at the conference in which the ideas for its formation were discussed. However, OEF did not work with ACOVOL in its organizational stages. Contact was re-established by Mrs. Muriel Ferris, an OEF board member, in the fall of 1967. At that time, ACOVOL was considering a national conference for 500 persons in order to spread their ideas throughout Colombia. Mrs. Ferris and Dr. Caroline Ware, OEF consultant, convinced ACOVOL leaders that an intensive workshop would be better. In July of 1968, ACOVOL formally requested OEF assistance in conducting a national "workshop" the following March. OEF provided them with Dr. Ware's assistance, not only during the workshop itself, but also during the preliminary preparations.

Dr. Ware assisted the organizing committee to develop the program, contact potential delegates, and handle the logistics for the seminar. In addition, Mrs. Louise Montgomery, the wife of the resident physician in the Embassy of Bogota and an OEF volunteer, helped in the workshop preparations. Miss Cheryl Kyser from OEF Headquarters Staff also assisted at the time of the seminar. Dr. Ware assisted in preparing a brochure describing the workshop, a tentative program, and questionnaires to be used in the advance work. She then accompanied the organizing committee to Medellin, Manizales, Pererra, Armenia, and Cali. Wherever they travelled, interest was stronger than they had expected. Instead of working with six to ten people on a local level as they had planned, the local organizing committees numbered around 40.

The seminar took place March 9-15, 1969. Thirty participants from 17 different departments in Colombia attended. All except four attended at their own expense. The others received assistance through a small fund which was created for this purpose. It was one of the first opportunities volunteer leaders in Colombia have had to exchange ideas and experiences about their work. The following issues were covered in the workshop: 1) volunteer training, 2) coordination of volunteer efforts, 3) paternalism. ACOVOL defined paternalism as an, "overprotection which hinders the development of the person." The participants in the workshop passed a resolution entitled "Declaration of the Idea of the Volunteer" which emphasized the importance of the individual's ability for personal growth.

Other, more technical, themes discussed in the seminar were volunteer recruiting, placement, volunteer-professional relationships, organizational techniques, and programming.

Since this national seminar has been held, nine local coordinating agencies have been formed and begun activities. ACOVOL is maintaining

a nationwide effort to evaluate and lend technical assistance to the new organizations.

CHILE: A Paradox

Chile presents a very unique situation for the OEF program. It is a country where women have been very active politically. In fact, women voters are often credited with putting Frei in office. They are active not only in presidential elections, but also in helping to implement programs. The Christian Democrat administration of Chile relies heavily on "popular participation." Mothers clubs, Promoción Popular, housing co-ops, land reform, and rural development projects provide ways for responsible citizens to become involved. The large number of University-trained women in Chile have been an active resource in these social development programs. One would expect Chile to be an ideal environment for OEF operations. However, the contrary is true.

The total time of OEF consultants, volunteers, or staff spent in Chile last year was six days. Seminar and Institute graduates have not organized any institutions and rarely see each other. Only one of them is presently active in traditional volunteer activities. OEF graduates made one half-hearted attempt to form a volunteer training and information office. This proposal was submitted to AID for financing. When funds were not readily forthcoming, the idea was dropped. There was a follow-up seminar for participants in the Institute in which 12 of the 20 Institute graduates participated, but there have been no national seminars or workshops organized. Chile is not a country where the OEF has much influence. If you talk for any length of time with Institute graduates, you will soon learn why.

The Chileans feel that the volunteer activities they witnessed in the United States, and which OEF is encouraging throughout Latin America, have very little application in their country. Voluntary movements are considered "middle class" - without relevance to the social revolution now

going on in Chile. When Mrs. Mersereau visited Chile in 1968, she noted some common remarks made by ex-Institute students about OEF:

"Conditions here are different."

"We have little time. Upper or middle class women who do not hold jobs might be more in your line."

"We all agree that this is not the training we most needed."

"Some of the women in the other countries needed the course."

Because of such reactions, OEF has been leary of sponsoring any activities in Chile and of giving the ex-participants the impression that OEF is demanding anything from them.

Since there is no OEF institutional development program in Chile, the only way to gauge the impact of the program is to talk to ex-participants. In my stay there, I was able to interview three former participants and to develop information about seven who live in Santiago. These interviews revealed that the indirect results of the OEF training were more far reaching than originally thought. Most of them are in a position to put their "training" to good use.

Clotilde Silva Hernandez

Clotilde is a graduate of the Fifth Institute (1967). She is presently working for a newly formed National Pastoral Institute. Cloty, as she is called, participated in the workshop in Mendoza in 1968. Prior to assuming her new post, Cloty worked in a government organization where she organized training courses for clubs and neighborhood associations. She now continues these training exercises as a volunteer. The National Pastoral Institute is a church-sponsored organization which runs summer camps for young people where social problems are discussed.

\*Maria Eugenia Mesa

Maria Eugenia attended the Third Institute held in 1965-66. She is presently employed with Promoción Popular, a government community development program. Promoción Popular is an attempt of the Frei government to organize people at local levels. Maria works in Santiago, organizing mother's clubs and youth programs. Promoción Popular organizes leadership training workshops for the clubs. Maria Eugenia has been used by Promoción Popular in a way which calls upon her Institute experience. She was responsible for the human relations and group dynamics section of the seminar. Maria gives the OEF credit for giving her the confidence to leave her job as a secretary and break into the field of community development.

Tatiana Faure

Taitana attended the Third Institute in 1965-66 and is presently an employee of the United Nations Human Rights Commission. She does public relations work. She runs the local training programs for police who work in public health in small rural communities. She also conducts seminars and discussion groups in local high schools.

Elena Fringe

Elena works at a church-related institute, the Institute of Popular Action and Investigation, where she supervises community development workers. In May, 1968, she organized a course for 200 community leaders from local barrios. Out of this meeting came an association called the Union of Neighborhood Associations. Elena supervises 20 persons working with community organizations of all kinds. Elena continued her Institute training by enrolling in a three year course in group dynamics and community development



when she returned to Chile. She claims that upon her return to Chile, she walked into a job situation which was so unpleasant that she would have resigned had it not been for her Institute training.

\*Monica Gonzalez

Monica is presently Director of the Department of Community Development and Social Action at the University of Chile in Valparaiso. After returning from the 1964 Institute, Monica enrolled in a program to obtain her graduate degree in Social Sciences. She studies at FLASCO (Facultad Latinoamericana de Ciencias Sociales) and wrote her thesis on the "Role of Rural Women in the Process of Change." Monica was critical of the OEF program. She is closely connected with the philosophy and programs of the Frei government and sees OEF programs as being too middle class and, "too little too late."

Adriana Falcon

Adriana attended the First OEF Institute. She questions whether any program with such a clear dependence on a U.S. institution could succeed in Chile. She was skeptical of both the volunteer movement and the League of Women Voters as models for Chile. Adriana has worked with the agrarian reform institute and is a professor of English at a social service school in Santiago.

The background on these OEF graduates serves to illustrate the irony facing the OEF in Chile. Chile is a country with many outstanding, well

\*Actually interviewed.

educated women leaders who are cognizant of the problems of their country and who are participating in private and public programs to solve them. These would seem to be ideal conditions for OEF programs. These women are, in reality, putting the training and experiences received in OEF programs to good use. However, many of them are skeptical of the relevance of that training. Perhaps this is a natural reaction for persons who are anxious to put themselves and their country on the road to independence. Yet, in doing so, these Chilean women are closing themselves off to a rich source of ideas and experiences - the entire political and volunteer tradition in the United States, which has, in fact, much in common with present social experiments in Chile.

ARGENTINA: - The Evolution of an Indigenous Training Capability

OEF began its activities in Argentina in the late 1950s. Its first efforts focused primarily on developing an organization similar to the League and on the selection and training of participants for OEF institutes and seminars, see Section entitled, "The Political Dimension." Since 1967, however, a series of in-country seminars are leading toward the establishment of an indigenous training institute which will carry on many of the OEF activities in Argentina.

Córdoba

The first major in-country training effort took place in Córdoba in May of 1967. An organization called CENIFEC, Centro de Organizaciones Federadas de Córdoba, for the purpose of organizing the seminar. It consisted of 30 different volunteer groups. The idea was to give voluntary groups in Córdoba a common project and experience in working together. The workshop was entitled, "New Dimensions of Voluntary Activity." Its purpose was to discuss the ways of improving and modernizing volunteer activities throughout the country.

Participants in the seminar came from four provincial cities: Mendoza, San Juan, Salta, and Resistencia. Representatives from Buenos Aires also attended. Each city formed a local committee for the purpose of choosing delegates and raising funds.

The conference dealt with: 1) problems of recruiting, training, placing and supervising volunteers; 2) basic skills of democratic decision-making in voluntary organizations in hospitals, mental health institutions, environmental health commissions, and communities; 3) successful and unsuccessful efforts at obtaining coordination; and 4) the need to involve local people and volunteers in planning of local projects. These discussions lasted for ten days and in Córdoba, at least had a definite impact. The directors of welfare agencies in that city used this ~~Seminar~~ ~~asa~~ model for a training course they later developed for themselves and their own volunteers.

### San Juan

One year later, the OEF sponsored another regional seminar in Argentina. This was held in San Juan in April of 1968, which lasted for four days. Twenty-one delegates and observers came from Buenos Aires, Chacó, Córdoba, Rosario, Mendoza, Bahia Blanca, and San Juan. Like the one in Córdoba, this seminar stressed voluntary activities. However, it placed greater emphasis on community development and leadership training. Methods of organizing communities around "felt needs" and leadership development were discussed. For the first time, the OEF gave technical assistance on methods of raising funds for local organizations. This was done in socio-drama form. The participants acted out the "good" and "bad" methods of conducting interviews in a fund-raising campaign.

During the San Juan seminar, an important step in the development of an indigenous, civic training capability in Argentina was taken. Dra. Marta Cabezas, a professor in the Faculty of Social & Political Sciences, at the University of Cuyo in Mendoza and a participant in the 1964 Washington Seminar, was a participant. She asked Mrs. Mildred Mersereau of the OEF to explain how a seminar was organized from beginning to end. In the evenings, Mrs. Mersereau worked with Dra. Cabezas, explaining the selection, financing, and writing of

invitations to speakers. Dr. Cabezas returned to Mendoza with the conviction that a community workshop should be organized in her town. In June, 1968, that seminar took place sponsored by the National University of Cuyo. It was described to me by local residents as the first time that officials, professors, and other leading citizens of Mendoza had come together to discuss the problems of the community.

### Mendoza

The topic of the Mendoza seminar was "community action"; however, the community under discussion was the entire city of Mendoza. Twenty-five persons, men and women, participated in the discussions, with sixty observing. Dr. Cabezas told me that the number of persons who observed the seminar increased so rapidly that soon there were no seats for the registrants.

Among the private organizations represented in the seminar were: the Business and Professional Women's Organization; the University Women; an organization called "Training for Youth"; a national Argentine Institution dedicated to fighting white slavery; the Women's Prisoner's League; and the St. Vincent de Paul Society. Among the public institutions represented were: the local police force; the child welfare service; the Department of Public Health; local Municipal Authorities; the Director of General Schools; and the Rural Neighborhood Commission. Together, these groups discussed local problems of housing, employment, education, and health.

### The Field Institute

Another major step in the development of the national training capability will be the OEF Curso, or field institute, which will be held in Mendoza from May 8-25, 1970, for 26 participants. This will be financed entirely by private funds and is the only field institute which will not receive any regional AID support. Mission funds are paying international travel costs and per diem of 4 participants from Chile and 2 from Paraguay. One purpose of the author's

trip to Argentina was to observe the OEF Argentine field representative assist in the preparations, including fund-raising, for the Curso.

(1) Course Preparation

The name of the course to be held in Mendoza is "Communitarian Participation: Principles, Possibilities, and Techniques." The reason for this topic relates to recent political developments in Argentina. The present military regime is promoting "intermediate organisms" through which responsible citizens can express themselves and participate in the government. The intent of the government to give citizens a change to speak up is called "communitarian participation." The rationalization which the military gave for seizing power was the lack of an educated citizenry necessary to govern Argentina democratically. The OEF claims that the seminar is in line with the government's own efforts to "educate Argentines for democracy." Mrs. Mersereau has arranged for the National University of Cuyo to co-sponsor the Curso. The University is providing the professors, space, office supplies, and secretarial assistance; in addition, it is lending its prestige to the program which facilitates fund-raising.

Mrs. Mersereau visited Mendoza, Buenos Aires, Bahia Blanca, Rosario, Córdoba, and San Juan to invite participants to the Curso. Each city will send representatives and will form a local committee of persons to assist in preparing the Curso. These committees will: 1) nominate local participants; 2) carry out a research project so that local participants will be fully briefed on aspects of their own communities relation to the discussions to be held; and 3) raise funds. Each local community is expected to raise \$200 in Argentine currency for the conference. Mrs. Mersereau gave fund-raising courses in each city she visited.

Mrs. Mersereau was not able to visit Resistencia Corriente, and Salta, as she had hoped. Letters explaining the course were sent to ex-participants in Resistencia and Salta and there is hope that they will participate. Resistencia OEF graduates are expected to make the contacts in the neighboring city of Corrientes.

It is also contemplated that four Chilean and two Paraguayan women selected with the counsel of OEF graduates in these countries will attend the Mendoza seminar.

## (2) Fund Raising Plans

There will be no AID support for the Field Institute in Argentina. Consequently, fund-raising efforts by Mrs. Mersereau were especially crucial. She solicited support from basically three sources: 1) local committees; 2) Argentine affiliates of major US firms; 3) foundations in the U.S. and Argentina. Among the firms visited by Mrs. Mersereau were: Gillette, ESSO, First National City Bank, Chase-Manhattan Bank, IBM, Bank of America, Otis Elevator, First National Bank of Boston, Ford Motor Company, IBEC, and Tennant Corporation. Final results of local fund-raising efforts are still unknown. However, OEF/Washington has obtained a grant from a private foundation to finance its portion of the costs at the Mendoza seminar. Local costs are expected to be around \$5,000, and the OEF still hopes to raise this in Argentina. Mrs. Mersereau left in Mendoza a small committee responsible for continuing the arrangements for the Curso. All are volunteers except for one half-time staff member whose salary is being paid out of locally-raised funds.

### An Indigenous Training Center

The culmination of all OEF training efforts in Argentina is now in the planning stage. Several ex-OEF participants have proposed the formation of the, "Centro de Formación para el Desarrollo" or "Center for Development Training" in Mendoza. This center would operate much as the OEF has been operating and would, in effect, supplement many of the OEF's activities. The Center would make trained persons available as consultants to local groups who desire to hold conferences or workshops and to those who wish to establish or improve voluntary community organizations. Workshops would promote civic responsibility, voluntary efforts, and train volunteers. The Center would be informally related

to the National University of Cuyo, which, although this is a national university, enjoys considerable independence from the central government. Like the Curso to be held in Mendoza in May, the Center will supplement the government's efforts to prepare citizens for greater participation in government. The Center will start with a minimal staff, a reduced program, and with funds raised from local sources. Mrs. Mersereau feels that major U.S. companies would be disposed to donate up to \$500 a year to support the civic training center.

The Center proposal has been discussed with the present Minister of Education, Dr. Perez Guilhou, who is a former Rector of the National University of Cuyo. Although government support is not being solicited at the present time, there are hopes that government aid will be available if desired.

The Center project will be inaugurated with a group of staff and volunteers probably consisting of: Dr. Cabezas, as Director ad honorem, another ex-OEF participant as full-time Executive Director, a stenographer, and other OEF graduates employed on a per diem basis as the need arises. The University has specialists in group dynamics and training methods, and members of the psychology staff of the University are interested in assisting in training programs at the Center. The annual budget for the Center would be from \$15,000 to \$20,000.

A fund-raising campaign for the Center will begin in May. One or two pilot training efforts are contemplated for the second half of 1970. Organizers hope that the Center will be fully operational by the end of 1971. Although the Center will be organized as a tax-exempt, non-profit foundation, donations to the Center are being channeled through the National Development Foundation in Buenos Aires which is affiliated with the Pan American Development Foundation.



ECUADOR: Starting a Program for Volunteers

In Ecuador, a country seminar and a new volunteer coordinating body grew out of very few OEF contacts. Mrs. Amy Firfer, a field consultant for OEF, visited Ecuador for six days in March, 1969. During her visit to Quito, some OEF graduates asked about the possibility of conducting a workshop for volunteer organizations. They discussed the volunteer movement in Ecuador and pointed out its shortcomings. Dozens of groups existed in Quito and in Guayaquil; yet no group knew what the other was doing. A course on organizational techniques and modern approaches to modern volunteer work seemed in order. Mrs. Firfer recommended that OEF undertake the project. As a follow-up Una Cross and Patricia Murray, newly appointed OEF field representative, made a return visit to Ecuador in July, 1969, at the request of the newly formed coordinating agency for volunteer groups in Quito. They assessed the responsibility of mounting a seminar with OEF assistance.

In November, 1969, Dr. Carolyn Ware, field consultant for OEF and Patricia Murray visited Quito for the purpose of assisting this seminar. In the meantime, some of the women in Quito had formed an organization called the Secretariado General de Servicio Voluntario. This was an attempt to coordinate women's organizations in Quito to avoid duplicating services. The Secretario includes 37 affiliated organizations, seven societies of the wives of professionals (engineers, doctors, dentists, lawyers, chemists, architects, economists), 8 provincial societies which are composed of persons from the different provinces who now reside in Quito, and several national or international organizations such as Catholic Action, Girl Scouts, YMCA, Rotary Club, the Junior Chamber of Commerce. Eighteen of these organizations enrolled a total of 27 participants in the workshop. An additional 12

observers regularly attended. The participants came from a variety of social and professional backgrounds. One woman was a professional lawyer and school teacher. Another was a neighborhood leader with very limited schooling. Most of the women had no work experience and were high school, rather than college graduates. A few came from "high society", but the majority were from the middle class.

This seminar on volunteer work was financed locally. OEF's contribution was the presence of Pat Murray and Dr. Ware. The AID Mission cooperated by loaning a full-time secretary. The Girl Scouts and Catholic action groups also loaned their secretaries. USIS provided pamphlets, books, films, and projectors for use in the seminar. The Catholic University School of Social Work printed the program. Volunteers assisted with typewriters and supplies.

The OEF team conducted a training course for the nine moderators of the workshop during the preceding week. They explored ways of directing discussions and studied the subject matter of the seminar in order to familiarize themselves with the major issues. None of these women moderators had had any previous experience. However, when the workshop was finished, they were asked by the representative of the Inter-American Commission on Women to serve as discussion leaders at a conference IACW is holding later this year.

The first two days of the seminar were devoted to the role of the volunteer and the recruiting, training, and supervision of volunteers. The following two days were spent discussing the basic aspects of voluntary organizations such as democratic decision-making, organization, programming, and coordination. Films provided by USIS were used to emphasize the importance of community development principles as opposed to paternalistic attitudes.

The Secretariado in Quito invited a representative from ACOVOL, Anna de Esquerre, to describe ACOVOL's activities in Colombia. The participants were impressed with the similarity between ACOVOL and the organization they were trying to create.

OEF consultants remained two days after the November seminar to evaluate the seminar and to assist the organizing committee of the Secretariado with their future plans. These include attempts to: 1) develop a central register of voluntary organizations, indicating their area of interest and the available resources; 2) establish a lending library with books and pamphlets dealing with volunteer work; 3) conduct a basic training program for volunteers using the courses outlined in the ACOVOL manual; 4) provide consultant services based on the experience of the Secretariado to more technical organizations; 5) expand and improve the volunteer movement in Quito. The AID Mission offered assistance to the Secretariado in administering a training program for volunteer leaders.

Future OEF assistance will consist of visits to Quito and training opportunities for women involved in the Secretariado. With this very limited AID and OEF assistance, an organization has been formed which may develop real services to the volunteer movement in Ecuador.

BOLIVIA: A Case of Institution Building and an OEF First

In May of 1968, OEF submitted to AID a paper entitled, "Citizen Involvement in the Development of Bolivia," which rendered an account of OEF's activities in institutional development in Bolivia since 1962. Sections will be quoted directly because it is not only pertinent to this study, but also illustrates the kind of reporting which is most useful to AID.

Women's Contribution to Development Activities in Bolivia

"OEF's work in Bolivia began in 1962. In more than a dozen visits to the country, OEF representatives established and maintained relationships with leaders of women's organizations and several short courses at the request of these organizations. By 1966, eight Bolivian women had travelled to Washington, D. C., to attend OEF seminars for Latin American civic leaders, and two had completed the longer and more intensive Leadership Institute (also AID-supported).

"In 1965, OEF began an active collaboration with a federation of women's organizations in Bolivia known as CONIF (Confederación Nacional de Instituciones Femeninas) to undertake the first nationwide conference to awaken women's interest in voluntary community activity and to build a sense of confidence and common purpose among the women leaders from the diverse and mutually isolated regions.

"The Federation had the familiar characteristics of so many organizations throughout Latin America. It had been founded by a strong leader, the first Bolivian woman lawyer, and was largely her work; it was virtually limited to the capital city of La Paz, except for a small outpost in Cochabamba. The conference-project

started with the traditional idea of a seminar as a gathering where participants would listen to experts and go away informed. To assist the Federation in mounting its first nationwide activity, OEF accepted the role of co-sponsor.

"The OEF field representative, working with the graduates of OEF Programs, helped the Federation set up a functional organization with committee structure and established procedures to carry out the conference, stimulated the formation of local committees in the 14 towns which were to send delegates, developed a simple questionnaire on local needs and resources to encourage community analysis, and informed participation by the delegates, helped to design a program in which the participants carried major responsibility for presentation and discussion (with experts serving as supplementary resources rather than authoritarian leaders), and held a training course for discussion leaders to facilitate the all important breakthrough of the participant group into active collaboration and self-initiated effort.

"The result of this technical assistance was a highly successful ten day workshop on the needs of Bolivia in Education, Health, Social Services, Housing, Recreation, and Cultural Activities. Further, the workshop raised women's civic responsibility to national visibility and created a small corps of individuals equipped in a beginning fashion with new techniques for citizen involvement. By involving more than 200 people in organizing local committees, it created a body of people predisposed to implement the results. This bore immediate fruit in the formation of branches of

the Federation in each of the participating communities. By the time the second national conference was held a year later, CONIF was a truly national organization with 13 local branches.

"The Second National Women's Seminar, held in Cochabamba in April, 1967, marked a significant next step. For this, the Bolivians raised all the funds except for the consultant's services, relying on the OEF only for advice on fund-raising techniques rather than for actual financial support. The local organizing committee took the initiative in all the planning and programming, using the consultant to check plans and to conduct the training course for discussion leaders. The principle of delegate participation was taken for granted. Most noteworthy of all, the second seminar was not limited to the town women, as the first had been, but included women from the mines, Campesinas and the city workers, a third of the 28 delegates and 75 observers being drawn from these groups.

"Results were again impressive. A branch of CONIF was established in the mining district, and a member-organization, the Alliance for Citizens Orientation, sponsored a civic education course for women from the mines during the Women's Week in July, and similar plans were begun for the rural women in Cochabamba Valley. Commenting on these developments, one of the La Paz dailies published an editorial entitled, "Volunteers for Development" which concluded with the statement "women sooner than men" had come to realize "with extraordinary clarity" that the future of Bolivia was in the hands of Bolivians and nobody else.

"OEF's most recent assistance has been in this area of leadership development, to support the strengthening and expansion of the activities now being initiated throughout the country. Ten young women from Bolivia, who had shown promise at the national conference, were included in the Fall session of the OEF Leadership Institute at Boston University, a four-month intensive program devoted to leadership skills and the techniques for organizational effectiveness. This brought the total U.S.-trained nucleus in Bolivia to 20.

"In March, 1968, delegate teams from each of six cities met in Cochabamba as a Work and Study Group for a four-day training session under the guidance of an OEF field representative. The delegates' objective was to formulate specific programs for their communities. Each team of four brought its own topic for planning: Trinidad (women's education); Oruro (training of volunteers and restructuring of community organizations); Cochabamba (education of volunteers and work toward election of local authorities); and La Paz (training of women in citizenship). Three delegations actually completed their community plans during the four-day session. And most of the cities expect to hold area or local workshops by the end of 1968. Plans also go forward for a third national conference in 1969."

This national conference was held in July of 1969, near the Catavi mining site, a community so small that it doesn't even appear on most maps of Bolivia. It was unlike any seminar ever held by OEF. Thirty-three participants and 10 to 100 observers attended, depending on the day and hour. All 33 participants

were wives of tin miners from eight different mining communities throughout the country. Many were young mothers with children from one to three years old or expectant mothers. Most of the observers were also from mining communities. In addition to the miners' wives, six staff members of CONIF from La Paz and 10 members of the regional CONIF organizations attended. The entire group lives in one huge hall provided by Comibol, the national tin mining company. The seminar was sponsored by CONIF. OEF's role was supplemental. In fulfilling its role, OEF developed many important "firsts."

The main difference between this and other seminars was that it was the **first** seminar in which OEF worked exclusively with persons from the lower social classes. The seminar was entitled, "The Woman in the Mining Home." In addition to CONIF sponsorship, small "mothers clubs" organized in the mining communities helped with the seminar. **Campesinas**, or miners' wives, had attended other OEF seminars but were always a small minority of observers. This seminar, on the other hand, had representatives from 8 of the 22 national mining communities in Bolivia. Another **important** first of this seminar was the new techniques developed by OEF for training rural women leaders.

This was the first time OEF developed a program at this level. The topics of discussion for the seminar were: health, basic nutrition, responsible parenthood, family law, education, recreation, and construction of home made furniture. Elementary materials on the above subjects were used as well as many visual aids. There were lively discussion on family planning and contraceptive techniques. A workshop in which scrap material and old crates were made into tables, shelves, and closets was enthusiastically received by the participants. This course was given by an experienced extension worker in the Ministry of Agriculture. The session on recreation introduced some simple games and social events into the lives of the miners' wives.



Many recommendations were passed at Catavi. One recommendation was made that the nutrition experts attending the program should study ways in which mining families with an average of six children and a monthly salary of \$29 might achieve adequate nutritional levels.

Participants recommended that the National Mining Company provide at least one toilet facility for every 20 families and provide such basic necessities as electricity, water, or in some cases, adequate wells. The housewives resolved to form a co-op through which they might buy fresh vegetables. They decided to establish a common fund from the sale of cloth and woven goods and to distribute the dividends equitably among themselves. They requested technical assistance from the agricultural extension office to help them establish family garden plots for growing vegetables. Finally participants asked that discussions on responsible parenthood be begun for married couples, emphasizing that such courses were to increase their understanding with no obligation to use contraceptives.

PERU: OEF Works During a Political Crisis

In calendar year 1969 only 39 OEF staff days were spent in Peru. These were spent in assistance to a national seminar. One of the more significant aspects of this seminar was that it was planned and held during the height of political difficulties between Peru and the United States, a time when many other AID activities had been interrupted. Arrangements were made during March and April, the months when President Nixon was deciding whether or not to invoke the Hickenlooper amendment in the IPC dispute with Peru. Despite this dispute, the Peruvians prevailed upon Mrs. Una Cross to help them develop a national seminar. The seminar was held in collaboration with the Catholic University in Lima. In spite of its success, the organizers were reminded that political problems still existed. The President of the University insisted that the topic of the seminar leave out the word "development" because it had "international-lending-institution" connotations. The topic, "Citizen Participation in Social Change," was chosen. An AID representative was invited to attend the closing luncheon, but had to decline due to the IPC dispute.

The national seminar in Peru was conducted with very little financial assistance. Its total budget was approximately \$2,000. Room and board were provided for the participants coming in from the provinces. AID provided free secretarial service and numerous RTAC pamphlets and films. All funds for the seminar were raised through service organizations in Lima and other parts of the country.

Emphasis was on the word "national." The purpose of the seminar was to bring the Limeñas together with volunteer groups from the outlying districts in order to develop closer working relationships. Participants were selected by service organizations - the Rotary, Kiwanis and Lions Clubs. Ex-participants in OEF programs visited the provinces to explain the purpose of the seminar and

help select candidates. One of them had attended the Mendoza project in 1968.

The national seminar took place August 3-13, 1969 with 23 participants and 24 observers. Fourteen of the participants came from outside Lima, each arriving with descriptions of her community and volunteer work. The topics discussed during the seminar were: Education, Cooperatives, Population Control, and Development. The discussions on population exceeded the time allotted for them and received the most attention. Visits to social service agencies, vocational training centers, and schools and youth homes were also arranged for an inside view of social problems and their solutions.

Mrs. Cross feels that this effort in Peru could result in similar community seminars in the provincial cities of the country.

Paraguay and Venezuela: OEF Inactive

Through volunteers and consultants, OEF keeps in touch with South American countries in which there are relatively few OEF seminars and little institution building. These visits may be only a few days, yet reports on these visits keep OEF informed on the status of women's groups; the work of voluntary organizations; and the readiness of the women for OEF activity. In addition, the consultants make recommendations.

Paraguay

An example of this kind of reconnaissance visit and the information which results is Mrs. Amy Firfer's trip to Paraguay last year. She visited Paraguay for five days and was the only OEF Representative to visit there in 1969. The following were the results of her visit:

Status of Women. Mrs. Firfer reported that women in Paraguay were given civil rights in regard to property, marriage, and children in 1954. They voted for the first time in 1963.

Women's Organizations. One of the leaders in the effort to achieve the vote for Paraguayan women was an organization called the Paraguayan League of Women's Rights. At its height, this organization had a total membership of 600 women. Mrs. Firfer reported that it had degenerated into a social club with only 100 active members.

Status of Volunteer Efforts. Mrs. Firfer reported that the tradition of voluntary service work was weak in Paraguay and that the organizations were often inefficient and uncoordinated. Charitable organizations received subsidies from the government with the idea that they should act accordingly. She detected an interest on the part of youth in engaging in social development activities.

Readiness for OEF Program. Mrs. Firfer had guarded optimism about possibilities for an OEF program in Paraguay. On the one side, there was economic and political instability. On the other side, there was a great need for help. She reported that many Paraguayans felt that Paraguay was not yet ready for a major OEF effort.

### Venezuela

Venezuela is another one of the countries where OEF is inactive. OEF's work in Venezuela in 1969 consisted of a visit in November to Caracas by a volunteer, Mrs. Katherine Massel, who spent five days interviewing ex-participants. Her visit brought out some interesting facts about the volunteer movements in Venezuela. These aspects of her report are quoted below:

"Maria Esperanza Ruesta has been Executive Director of Federación de Instituciones Privadas de Asistencia al Niño (FIPAN) since 1965. Planning marriage in December, she will spend the next two years in Europe, leaving Caracas and FIPAN in February, 1970.

"Teresa Albanez Barnola is Associate Executive Director of FIPAN, and will probably succeed Esperanza as Executive Director.

"FIPAN, founded by Luisa Amalia de Vegas and others in 1958 with 13 child welfare agencies, now has 34 member agencies with a 35th currently applying. FIPAN is known for its intensive training courses for volunteers. It serves as a coordinating channel between and among member agencies, and between them and government agencies concerned with children and youth. It carries on research and issues reports on such problems as adoption, illegitimacy, pre-school children, and recreation for

adolescents. It is now trying to exert pressure on the government to develop integrated policies and effective, coordinated programs through candidates' meetings and through a recent, well organized and well publicized convention which was attended by cabinet ministers and addressed by the president.

"Current Trends in Venezuelan volunteer activity:

The Caldera administration is actively fostering a volunteer movement but without making much use of existing volunteer groups. After Caldera's election, a Comité Organizador de Acción Independiente (COSAI) was founded by women who had worked in his campaign, both Copeyanas and independents, apparently in response to his call during the campaign for "a great volunteer movement." COSAI's aim is to train and provide volunteers for work with children, the aged, and those confined to penal institutions, delinquents or convicts. The organization is still in a very preliminary stage. From it, however, has grown Acción Voluntaria de Hospitales, which recently graduated 140 volunteers from a two-week training course for work at the municipal children's hospital. The volunteers received their badges at a graduation ceremony presided over by the Minister of Health and Welfare and graced by the presence of the governor of the Federal District and the wife of the Citizen-President. This is, in other words, an "unofficial" organization with official blessing and encouragement, and is quite separate from the ten year old, independent, apolitical Asociación de Voluntarios de

de Venezuela, which serves as a placement service, referring volunteers to any and all institutions in need of them.

"Promoción Popular, the Caldera administration's version of Chile's program of the same name is, according to the Venezuelans, more like Peru's Cooperación Popular than Chile's, but still different from both. Proposing to do nationwide planning to promote "concientización" (awareness) and community self-help, it does not plan to use volunteers."

Staff and time limitations still prevent the OEF from launching a program in Venezuela. However, OEF would know where to begin should a program become possible.

The Civic/Political Dimension: A Challenge Still Unmet

The emphasis which OEF has placed on voluntary organizations in South America is a recent trend. Earlier work, not funded by AID, in South America revolved around organizations with purposes similar to the League. It is important to mention a few of them here as well as the problems which such organizations have encountered.

Colombia

In 1957, President-elect Lleras Comargo made a speech in Medellín suggesting the formation of an organization similar to the League of Women Voters. A request for assistance to the League was referred to OEF (then the Carrie Chapman Catt Memorial Fund) which responded with technical assistance. An organization patterned after the League called the Unión de Ciudadanas Colombianas (UCC) was set up. At one time, this organization had a membership of 1500, in fourteen different parts of the country. The UCC carried on some voter education projects. In the areas where they worked they were able to decrease voter abstentions. Unfortunately, three of its local chapters are now defunct, and the organization is largely inactive at the present time due to poor leadership.

Peru

In Lima, an organization called Movimiento Cívico Femenino del Perú was formed before OEF began working in Latin America. It was inspired by the League but not modeled after it. For example, its membership was not open to everyone, and it was not a non-partisan organization. OEF representatives were contacted by the Movimiento and by a local committee which cooperated with the Inter-American Commission of Women. One OEF consultant discussed voter education with both groups, as well as with a group of leaders of political and volunteer movements in Arequipa. The consultant encountered



two serious problems: jealousy between the two Lima organizations and an unwillingness in the Movimiento to allow any APRISTAS into their organizations. At the verbal request of a high-level Peruvian official, she returned for two months to assist one Lima women's group to perform pre-election voter education during the election of 1962, but the effect was limited by activities of the rival group. The APRISTAS candidate won the election and the military took over very soon after calling into question the value of the voter education drive.

### Venezuela

An organization called the Avance Cívico Feminino received some OEF training in 1963. The OEF consultants soon realized that this was a movement largely made up of the wives of leading oligarchs in Venezuela. It was not an open organization, nor was it non-partisan; two of the leading principles of League organization. At the request of a group eager to work in a non-partisan way, in the spring of 1964, an OEF field consultant led a series of discussions in which the establishment of an organization in accord with League principles was explored. The wife of a leading novelist, who was believed to be a communist, was among the many persons invited to participate in the discussions. Representatives from many political parties were asked to attend. This caused Avance to complain to the U. S. Embassy and the project was cancelled.

Other abortive attempts at forming League organizations have been made. Chile saw two before OEF work in L.A. began. Both organizations eventually absorbed into political parties. Argentina had a Liga Argentina de Mujeres Votantes which was basically an anti-Communist group with a very traditionalist outlook. The Paraguayan "League" which was effective in gaining voting rights for women has now degenerated into a social club. At one time in Paraguay, there were two Leagues - one organized by the Blancos and the other by the

Colorados. The one organized by the triumphant party survived.

No definite conclusions can be drawn from this list of unsuccessful organizations. All were started as well-intentioned efforts at following the League example. Only U.C.C. received League or OEF help at the proper time. The experience of the past ten years argues for more strenuous attempts at creating civic/political organizations in South America rather than abandoning the efforts. The above examples, however, do tend to highlight the problems. Among them are:

1. Many attempts at forming organizations of women voters have been prompted by anti-communist, rather than general, civic reasons.
2. There is not the large group of educated citizens from which to draw your membership. Consequently, a few leaders usually dominate the organization.
3. There is not a tradition of democratically functioning organizations.
4. The emphasis on local issues is not as relevant in Latin America because power is centralized in the capitals. Most local officials are appointed, not elected.
5. Persons are more oriented towards parties and ideologies than toward issues.
6. Voting procedures hamper voter education drives. For example, in Colombia ticket splitting is constitutionally impossible. Candidates can file up to three days before the election, leaving little opportunity for voters to get to know him or his position on the issues.
7. The military do not respect the outcome of elections and can overthrow the entire democratic system.

The successful adaptation of the League concept to South America has yet to be made. Perhaps the right model will be one based less on the formal structures of democracy (elections, platforms, parties) and more on the process through which issues are discussed and political actions taken. Women can and do lobby for women's rights, (a woman still cannot travel outside Ecuador without her husband's permission), for the enforcement of paternity laws, for child welfare, for attention to the population

crisis, for beautification and health standards - and sometimes are heard. Historically, it was the interest in health, education and welfare reform which led U.S. women to participate in their own government. South American women should be encouraged to do the same.

B. Central America and the Dominican Republic

General: A Civic/Political Effort

The OEF field representatives located in Guatemala City and Panama City have been assisting the Central American women to form organizations substantially different from the South American models. In Central America, the emphasis has been on developing civic consciousness rather than on improving volunteer organizations. This is seen in the topics of the Central American Workshops held for participants from the six countries during the last decade.

The first workshop was held in San Salvador for 22 participants from five Central American countries on May 17-25, 1964. The subject was "The Woman Citizen and Her Present Responsibilities." Central American Workshop II took place May 23-29, 1965, in San Jose for 23 participants on the topic of "The Participation of the Voluntary Organization in the Development of Civic Education." Workshop III was held in 1966 for 38 participants in Panama City, and concentrated on "Democratic Civismo: A New Dimension in Modern Volunteer Work." Workshop IV discussed the "Training of Leaders and Application of Democratic Process to Social Action" in 1967 in San Jose. The principal objective during this workshop was to integrate the studies of the year-long Boston Institute course with the technique of implementing actual projects under local leadership. The last workshop held to date was in Antigua, Guatemala, on "Central American Civic Development and Its Promotion by the Women Citizens Organizations of the Isthmus."

At the Fifth Central American Workshop the participants decided on a program for regional promotion of civic responsibility which gave an accurate idea of OEF goals in the Central American area. The program called for promoting civic education in the schools and in the community.

The regional program of civic education in schools was to be carried out as follows:

Contact was to be made with teachers interested in the improvement of civic education in schools and with their help the following preparatory work was to be implemented:

1. Study of progress in the field of civic education by analyzing methods used in different Central American countries in order to establish a civic democratic education course based on the social and political systems of their countries.
2. Study of the principals of the democratic system contained in the constitution of each country, the institutional development underlying the constitution, and social customs.
3. Analysis of problems which confront each country in civic education in order to prepare better programs at the national level.

Activities to be carried out in each country were:

1. Inform education authorities of project purpose.
2. Organize periodical evaluation of meetings for exchange of information and experiences.
3. Report the results obtained from the above in written form.
4. Interest the educational authorities of the country, universities, and other centers of human social and legal information so that they may promote investigation, experiment, and evaluation of civic democratic education.
5. Investigate the national and international resources available to civic democratic education programs.

The regional program of promoting civic education in the community would consist of training, teaching, study and analysis of:

1. The constitution of the republic.
2. The electoral law and process.
3. Philosophy and structure of political parties and their platforms.
4. Political development, political ideologies, and the political systems adopted by the Central American country.

The training program was to be implemented by means of round-table discussions, study groups, seminars and short courses, direct contact with associations, publicity programs for radio and TV, and community civic action programs.

Through a program of regional and in-country seminars, OEF has sparked the growth of civic education institutions. The activities of these organizations in El Salvador, Honduras, and Nicaragua, countries not visited by the team, are summarized below. A more detailed account of activities in countries visited by the observers follows.

The Organización de Ciudadanas Salvadoreñas (O.C.S.) founded on October 21, 1963, with 42 members was the result of training received during a cursillo given by Dr. Graciela Quan entitled "Basic Techniques of an Organization and Civic Education." The objective of the O.C.S. is the formation of a responsible woman citizenry and its participation in the democratic process.

The O.C.S. in the political sphere has held interviews with the leaders of the various political parties in order that they reveal their own position on campaign issues. Members have distributed pamphlets on rights and duties of citizens and on campaign issues during the last presidential election. In the educational sphere, the O.C.S. sponsored the first Central American Workshop in 1964, formulated a questionnaire on how to develop civic education courses at the primary and secondary levels, held educational discussions on Independence days, began issuing the Cartilla Cívica for teaching at the primary level, developed a summer school program to provide civic interest, and published a pamphlet of those laws which were passed by the Legislative Assembly in July, 1967.

In June, 1969, the O.C.S. gave a training course for volunteers from the Salvadorean Demographic Association on the importance of volunteer work. It also initiated a seminar for directors of schools aimed at making

civic education a vital experience for the students. This seminar was interrupted during El Salvador's conflict with Honduras.

The Organización Hondureña de Ciudadanas (O.H.C.) has carried on an education program for its members through short courses, formulated its statutes, and after working on a pilot project in the rural community of Cruz Alta, has undertaken the improvement of health standards in the San Isidro market of Comayagua. The organization has been active in many community development type activities including lobbying for school construction, literacy programs, and health programs. They have held sessions with university students to channel their interests toward democratic, civic action. In 1970 the O.H.C. plans a conference on the electoral process.

The Organización Cívica Nicaraguense de Ciudadanas (O.C.N.C.), although newly established, has developed civic questionnaires, civic orientation for the female citizenry, literature on voting rights and procedures, and re-vamped the civic program in the primary schools. They plan programs of civic education in the barrios around Managua. They have selected four target areas in which they hope to concentrate their efforts: 1) organization members; 2) children; 3) women, and 4) the general citizenry. In October, 1969, the O.C.N.C. held a civic seminar on "Problems of Nicaraguan Childhood and their Possible Solutions." Topics discussed were social problems affecting Nicaraguan children, legal status of the child, promotion of the child's health, and the function of the Red Cross in youth education. A result of the seminars was the proposal to create a National Children's Council. An ad hoc committee was formed by the volunteer organizations to study the suggestion. It was also decided to promote recreational services for children and adolescents. In addition, the O.C.N.C. sponsored two national civic seminars which were aimed to orient the female citizen toward the goal of responsible democratic citizenry through discussions center around such topics as the responsibility of the woman in her home, in her school, toward her

voluntary organizations, and toward her community. The second seminar concentrated on the legal and political rights of the woman citizen.

The OEF has seeded these organizations with the idea that civic groups can arrive at a high level of civic participation and that the citizens are truly a pressure group lobbying for desirable social changes. Democratic procedures are taught to civic organizations as well as to community action groups with the idea that, similarly, they illustrate democratic principles which the Central American countries should follow. The awakening of the citizenry to their rights and obligations, the development of self-reliance as a basis for self-government, and the eventual participation of the masses in the national political process in Central America are the goals for which the OEF representatives and the organizations with whom they work are striving.

The activities of these organizations are given as an example of OEF's goals and activities in Central America. No attempt is made to assess them. An assessment can only be made of Guatemala, Panama, Costa Rica, and the Dominican Republic, countries the observers have visited.



GUATEMALA: Civic Education

There are two women's organizations with whom OEF is working in Guatemala: ACAF and OGC.

ACAF

Alianza Cívica de Asociaciones Femininas (ACAF) was the first of its kind in Central America. ACAF is an organization of 23 women's groups in Guatemala, whose purpose is to sponsor civic education activities in its member organizations. Not all women's groups in Guatemala are members of the Alianza. However, most of the stronger institutions belong to it. ACAF has established a strong national prestige and a reputation as the outstanding spokesman for women's rights and promoter of civic activity in Guatemala. Some Guatemalans give ACAF the credit for popularizing the work civismo, which Guatemalan politicians are presently giving great currency.

Each of the 23 member organizations of the Alianza has three representatives to ACAF. This involves a total of nearly 70 persons. However, the President of the organization told us that the hard core workers number approximately twenty-five.

The OEF had a significant role in bringing this civic organization into existence. Dr. Graciela Quan, OEF's field representative for Guatemala and Central America, was an active promoter of women's rights prior to her assuming a staff position with OEF. In the late 1940's, Dr. Quan was instrumental in the struggle to win recognition of women's rights as citizens in Guatemala, and ACAF is an outgrowth of these efforts. However, the specific idea to organize the Alianza originated during an OEF seminar in Washington. When the Guatemalan participants in the seminar returned

home, they formed an organization to carry out civic education programs. Nearly all of the leaders of ACAF have been involved with one OEF training program or another. The incumbent President, Dr. Odette Alarcon, attended a Washington seminar.

ACAF is also influenced in its basic aims by the OEF and the League of Women Voters. Dr. Quan maintains that in Guatemala, and in Latin America in general, the study of political problems and research on basic issues is unknown. The tendency is to take an ideological position on an issue without analyzing it. An even greater tendency is to ignore the relationship between government and individual lives. Politics has a reputation for being sinister and corrupt; and most persons, especially women, take a "hands-off" attitude. Two of the original emphases of the League were to impress individuals with the relevance of public decisions and the need to study the issues.

ACAF emphasizes similar points. It, like the League, stresses the importance of knowing not only the formal structures of government, but also the procedures through which citizens may take action.

The second national organization of women in Guatemala is the OGC or the Organización Guatemalteca de Ciudadanas. This group consists entirely of graduates of OEF training programs. The OGC is a relatively new organization and is still in its organizational stages. It has drafted and approved its charter but presently is having a wrangle with the government over its legal status. This problem with the government has some significance in itself. There is no precedent for an organization such as the OGC in Guatemala, which is made up of individuals interested in public issues. The government wants

to classify it as a political party. So far, the OGC has refused to register with the government agency controlling political parties.

Another problem facing the OGC is that in this 1970 election year, most of its more dynamic members and directors are involved with one political party or another. This requires them to withdraw from the leadership of the organization, which has a very strict non-partisan policy. Political activists, however, can remain members, and the OGC regards as a sign of increasing political maturity the fact that these members still work in harmony despite political differences.

The following are some of the more important activities conducted by these organizations, many of them conjointly.

In 1966, ACAF carried on a campaign to amend the national constitution to require that, in political districts with more than three Congressional representatives, each party must place at least one woman on the ballot. The constitutional amendment failed, but, in the process, ACAF created a considerable stir and established its national reputation.

The OGC and ACAF have collaborated in a program to improve the teaching of civics in the high schools. Each year, at the end of August, these two organizations staged a Semana Cívica for 18 year olds who are about to become voting citizens. ACAF and OGC also collaborate in voter service programs. This is a program similar to that of the League of Women Voters. The two organizations conduct panel discussions, distribute flyers and pamphlets, and issue press releases in order to promote a large voter turnout and educate the voters on the issues. Over 15,000 civic textbooks were distributed by ACAF and OGC during the last election year.

ACAF and OGC are also active in sponsoring seminars on national problems. They collaborated with OEF in June and July of 1968, in preparing the Fifth Central American Workshop. In November of 1968, ACAF staged a

training program for volunteer workers. In May of last year, it ran a month long series of nightly sessions on municipal government in conjunction with the Institute of National Development Administration. In October of 1969, ACAF and OGC co-sponsored a seminar which made some important breakthroughs in pre-election political activities.

The topic of the seminar was "The Citizen - His Political Social Function," It was held between October 22 and October 30 for a total of seven days. An average of 24 people participated nightly from 5-7:30 pm, with 30 persons observing. Most of the participants were university students, primary and secondary school teachers, and professionals.

The conference discussed the role of women in political life in general, differing political ideologies, and, more specifically, Guatemalan political parties and their programs. The role of volunteer organizations in the development of the country and the influence on national development of the church, press, labor unions, army, and the illiterate sector of the society were also covered. Participants in the seminar maintained that the discussion of political parties, in which a representative of each party officially presented his party's views, was the first time in recent history major political party members sat down and discussed the issues together and then entertained questions from the floor.

In all of its activities, the ACAF and the OGC receive the advice and counsel of the OEF representative in Guatemala, Dr. Graciela Quan. Dr. Quan participates in the seminars and gives guidance to the two civic organizations in developing their programs.

COSTA RICA: An Untapped Potential

Participation of Costa Rican women in the national life is extensive; but the institutional development accomplishment by OEF there has been small.

Costan Rican women are especially active in politics. In the February 1st elections there were twenty-three women candidates for Congress. Women compose 5% of the Costan Rican legislature and only 2% of the U. S. Congress! An even greater number of women are active leaders in the Alas Femeninas of each political party. On election day, these women act as fiscales or supervisoras de mesas electorales - electoral wardens who insure the honesty of the election at each voting booth. Prior to the election, they carry on extensive voter registration efforts. Women are often local party representatives at the ward level.

There are many outstanding women lawyers in Costa Rica. For example, Angel Acuna de Chacón was the first woman lawyer in Costa Rica. She is now in her mid 70's and is about to publish a monumental, two volume work on women in Costa Rica from the Indian to the present. She is a member of the Inter-American Commission on Human Rights and was sent to the Dominican Republic and to Honduras and El Salvador during the recent crises.

The organization with which the OEF field representative has worked most closely in Costa Rica is the OCC or Organización de Ciudadanas de Costa Rica. It was founded in November of 1963 with the purpose of:

"Promoting the democratic development of the nation in general and in particular of women so that, through their activities as citizens, women may participate more broadly in the moral, social, economic, and judicial betterment of the Costan Rican society."

Despite its lofty goals, however, the OCC is not a strong organization. It has only 20 members. It was not legally incorporated until 1969.

The interests of the OCC have been more in the area of volunteer services than in political or social issues. In this area it has developed some worthwhile programs, including a census of forty voluntary associations, a volunteer directory, a "free time" bank, and some volunteer training courses. Its most important accomplishment has been in lobbying successfully for free land and \$20,000 in funds for a building called the Casa de la Voluntaria or House of the Volunteer. This volunteer center will be the headquarters for many of the important voluntary organizations in Costa Rica and will serve as a training center as well. An active OCC member and OEF graduate who is a member of the legislature proposed the bill which allotted the funds to the Center. Construction will begin this year.

One of the more recent programs of the OCC was a national seminar on citizenship held October 11, 1969. It was entitled "The Citizen - His Political and Social Function." Twenty-one participants attended, most of whom were university students and teachers at different levels. Some of the participants had only a primary school education. There were fifteen members at the conference. The following topics were covered at the seminar: group dynamics, analysis of socio-political structures, national political parties, the role of universities, labor unions, the church and press, citizen participation in decision-making, and prospects for practical civic projects.

At the conference, a study committee was formed of representatives of different political parties in order to: 1) review the most important national issues and incorporate them in party platforms; 2) study ways of combating discrimination against women within parties; 3) press for government intensification of rural education efforts with the idea of involving the rural sector more in the political life of the nation.

Dr. Quan, the OEF representative in Central America, was a technical collaborator in this conference and worked in Costa Rica for two weeks in October helping to organize it.

The benchmark team talked to several ex-Seminar and ex-Institute participants. A brief description of them gives us an idea of the women with whom the OEF is working as well as the potential which Costa Rica holds.

Mrs. Vivane de Solis - Professor at the University of Costa Rica involved in teacher training. She works on projects at the Luis Felipe Gonzalez Orientation Center, at rural schools with acute malnutrition problems, and at the San Isidro de Coronado Tuberculosis Prevention Center for Children, and others. The T.B. Prevention Center is still open due to the efforts of UCR's School of Education. Mrs. Solis works for improved teaching methods in Costa Rica and for a four year teacher training curriculum, rather than the two year course presently offered at the University.

Dra. Irma Morales de Flores - Director, Board on Alcoholism. Dra. Flores calls the Board on Alcoholism an effort to fight prejudice against alcoholism and strengthen the family circle as well as work with alcoholics. The Board has accomplished the rehabilitation of about 18,000 to 20,000 families throughout the country and has enlisted local action. At present, 18 rehabilitation centers are functioning in different localities.

Dr. Flores is also President of the Comité Pro-Culto de la Patria, an organization similar to the OCC. She is especially interested in the rural areas and in working with the younger generation.

Mrs. Janina B. de Ulloa - Professor of Social Anthropology, UCR. Because of her background in social work and anthropology, in addition to her 10-month course at the OEF Institute in the U.S., Mrs. Ulloa qualifies as an advisor to voluntary groups in Costa Rica. She is often called by these associations to lecture on group organization and functioning. Mrs. Ulloa gives courses

very similar to those given by OEF staff on the successful operation of voluntary groups.

Mrs. Amalia Alvarez - President, Damas Grises (Voluntary Group working with the Children's Hospital), and the newly elected president of the OCC. Through the members of the Damas Grises, 29,000 hours of voluntary work have been given to the Children's Hospital. Several members of this organization have received OEF training. This group relieves auxiliary hospital personnel from receptionist or secretarial duties, leaving them free to perform other tasks in the para-medical field. The Damas Grises also help to find temporary homes for out-of-town convalescent children until they have fully recovered.

Teresa de Goicoechea - Representative, San Jose Municipality. She is an active member of the Partido Nacional de Liberación, and her interests are more in interesting women to participate in political parties than in voluntary work. In the political field, Mrs. Goicoechea has concentrated her efforts in helping the most neglected communities. She credits OEF training with making her more sensitive to local community needs. Through her efforts, several basketball courts are now being constructed and two park projects are being planned. She has pushed laws to insure proper playground areas in urban development projects.

Iris Fuentes: She had been back from the Boston Institute only three weeks when we met her. She is a seamstress, a mother of twelve children, and has been active with several neighborhood organizations. The OCC, the OEF, and AID expect great accomplishments from her. She was an outstanding participant in the Boston Institute this year.

The team spent several hours with the above women discussing the prospects for women activities in Costa Rica. This meeting was the most stimulating of the entire trip. The situation in Costa Rica is especially ripe for several exciting new programs and directions:



1. The OCC is the only organization of Ciudadanas which has developed strong programs for volunteers in Central America, and as such, is an interesting test case. The timing is especially propitious now because Costa Rican elections are followed by four years of relative political inactivity. If the women in the Alas Femininas of the parties could become interested in social and civic activities, their efforts would considerably enhance the volunteer movement.
2. The time is also right for new programs in the civic/political area. In Costa Rica, women are more involved in politics than in any other Central American country. When the prospect of an organization dedicated to civic/political but non-partisan issues was presented to them, they responded with genuine enthusiasm.
3. Costa Rica is also ready for a major effort with women in the rural areas. The women we spoke with, at least, were aware of the need to incorporate rural women into the national life. They claim that Costa Rica's high birth rate is due primarily to high fertility rates in the rural area, and this only adds to their interest in integrating them into a more modern society.

PANAMA: The Demise of a Strong Civic Institution

The Unión de Ciudadanas Panameñas (UCP) was one of the most successful examples of an organization which made women an active rather than a dormant interest group and which encouraged them to exercise their rights and duties as citizens. Since October of 1968, this civic institution has been inoperative.

The history of women's organizations in Panama dates back to 1945, when women were first given suffrage rights. A feminist organization called the Patriotic Feminine League (PFL) was organized in February of that year for the purpose of electing more women legislators. The PFL also worked on more general issues such as equitable incomes and equal citizenship for women.

The Patriotic Feminine League had some impressive educational programs. They waged an education campaign in the schools which taught women how to vote and gave other practical courses in politics. The League also carried on civic education programs over the radio. However, the PFL, after achieving its main purpose of electing women to the legislature, soon fell back into a state of decline, and its real contribution was in paving the way for the UCP which followed 10 years later in Panama.

The OEF was directly related to the founding of the UCP. In May of 1961, the Unión de Ciudadanas Colombianas and the OEF invited representatives from ten different countries to a "date between women citizens of America." The purpose of the meeting was for the women of other countries to observe the work of the UCC in Bogota and Medellin. The Panamanian representative started the UCP immediately upon her return to Panama, with the purpose of raising

the level of responsibility of women throughout the republic.

Even while it was in its organizational phase, the UCP was very active. With the assistance of imminent local jurists, it performed an intensive study of the national constitution and broadcasted daily radio programs giving the results of these studies. Also, during this time, the organizing committee surveyed Panama City, its needs, and its resources. This study was used in the planning of some important municipal projects.

Now formally incorporated, the UCP conducted a major voter service drive during the 1964 elections. This consisted of (1) a registration drive, (2) instructions on how to vote, (3) the distribution of 200,000 pamphlets throughout the country exhorting people to vote. Also, during the 1964 elections, the UCP sponsored a workshop in which the different parties presented their views to the public. After the elections were completed, the UCP sponsored a workshop in which the different parties presented their views to the public. After the elections were completed, the UCP analyzed the electoral process, its strong points and weaknesses, and drew up recommendations for the local election boards. Unfortunately, these recommendations were never placed into effect.

In the ensuing years, however, the UCP carried on the following programs with considerable success, especially in the capital city:

1. Persuaded the Panamanian Government to create a national commission to deal with juvenile delinquency.

2. In 1965, waged an intensive campaign to inform citizens of new tax reforms made by the Federal Government. This included round-table discussions and lectures by government functionaires, economists, congressmen, and accountants.

3. Formed a beautification committee for Panama City which improved garbage collection throughout Panama City.

#### 4. Conducted a school clean-up campaign.

In June, 1968, USAID/Panama provided a technical advisor to the UCP and other program support for expanding their programs. Under the Mission agreement, the UCP agreed to conduct voter education programs, leadership training courses, and other civic education activities. The grant also called upon them to work in the provinces and form regional chapters throughout the country. The Mission wisely instructed the technical advisor employed under the contract to select candidates for OEF institutes and seminars on the basis of the services they might provide to UCP upon their return to Panama. The implementation of the Mission contract has been curtailed due to present political circumstances in Panama.

In May of 1968, the UCP did a survey of its membership which has general relevance for this study because it gives an idea of the women who become involved in OEF-assisted organizations. At the time of the survey, the UCP had 100 registered members. 77% responded to the questionnaires. The following were the more salient results of the survey:

#### 1. Membership

Membership increased yearly at the rate of 25.7%. The women were expecting a greater increase in membership in 1968 because it was an election year.

#### 2. Educational Background

44.2% of the members were university graduates. 35% of these had post-graduate degrees. 54% of the entire membership had at least a high school education, and only 1.3% had less than a high school education.

#### 3. Employment

A full 36.4% of the active members were teachers; 13% were secondary school teachers; 14.3% were primary school teachers; and 9.1% were university professors. Only 15.2% of all members worked for the

government.

#### 4. Participation in Organization

The survey showed that 71% of all the members had actively participated in one program or another, most of them in the civic education project which obviously has strong appeal for Panamanian women. Of all the women surveyed, 62% felt that the civic education projects were UCP's greatest contribution. 58.5% felt that the UCP substantially improved civic consciousness. 8.7% felt that the UCP's efforts accomplished practically nothing.

The profile which emerges of the UCP four months before the military coup was that of a relatively small, but very active organization which had a well developed program, a serious commitment to civic education, and a national reputation and prestige for accomplishment in these areas. Since the coup, however, the organization has gone into a slow and steady decline. At the present time 70% of the total membership has become inactive.

This section of the report has been classified.

OEF field representatives' activities in Panama during the past year have been devoted to helping the UCP find a new direction for the energies of its members. OEF's representative, Mrs. Mersereau, visited Panama to give the UCP advice on fund-raising techniques. OEF has also conducted a seminar for a voluntary organization in Panama called the Damas Guadalupanas. However, all of this seems strained, tame, and tangential when compared to the direction and thrust of OEF's traditional activities in Panama. What is lacking is an idea of what a civic/political organization can do under a military government.

DOMINICAN REPUBLIC: Training for Women Governors & Volunteers

The OEF program in the Dominican Republic is unique in several ways. It receives the largest amount of Mission funding - as of FY 1970, \$26,000, has been obligated for the OEF civic training effort. However, if it is the country where more is being done at the present time, it is also the country where the need is greatest. Under the Trujillo regime, the status of women was very low. Voluntary groups were few and were dominated by the dictator. The OEF program is an attempt to make up for lost time. Since the program began only two years ago, ten seminars have been held and 167 women have received training, most of them in more than one training course.

The present program of the OEF in the Dominican Republic began with a visit by an OEF field consultant during February and March of 1967. Mrs. Mary Elmendorf was sent by the Department of State on a "specialist grant" to the DR. Her purpose was "to consult with women leaders and explore ways of assisting women's organizations in the fields of citizenship education and voluntary community services." Prior to her visit, OEF activities in the Dominican Republic had been minimal. Seven women leaders had participated in OEF U.S. programs. Five had gone to the Washington seminar and two had attended the joint training program staged by the OEF and the Inter-American Commission of Women in Puerto Rico in 1966. In 1963, two OEF consultants spent two weeks in the DR giving short cursillos to men and women in Santo Domingo. The program which Mrs. Elmendorf was to recommend accomplished in one month more than had been accomplished in the four previous years.

Mrs. Elmendorf talked with women leaders in 17 different provinces of the DR. Her primary focus was on the 26 women governors appointed by President Balaguer the previous year. Mrs. Elmendorf felt they represented

an important new resource in developing local, social, and political initiative. She recommended a workshop be held for the women governors to help them develop their potential as leaders. OEF proposed to the AID Mission a program of seminars and workshops with the women governors and also with volunteers from each province. The AID Mission approved the project.

#### Program with Women Governors

Since one focus of OEF's activity in the DR is on the women governors, it is important to explain their role in that society. When President Balaguer announced their appointments he said, "It is these women who can be the best vehicle for the policy of conciliation which the government wishes to institute." Balaguer took over after a revolution had turned "brother against brother and sons against their fathers." It was clear he wanted his representative in the provinces to be a figure of reconciliation. Also, in the Trujillo days, the position of governor was that of an notorious and feared informer on the people, and this helps to explain why the President decided to fill the positions with women who might inspire more confidence.

The women governors in the Dominican Republic do not exercise a great deal of power. They do not control funds or make appointments. A governor has no budget of her own except for a very small contingency fund which she uses for special acts of mercy and emergencies. The governors chair monthly meetings of all government representatives in the province, including mayors. They oversee compliance with the laws and constitution of the republic and, in general, supervise national programs in the provinces. The governor's position is not so much one of authority as one of influence. She is the contact point between the municipal and the military officials in her area and, as such, can enlist the military in civic projects. The day the team arrived at the Governor's palace in La Vega, a hoard of visitors bearing

personal requests were waiting for her outside. Most importantly, the governor is the representative of the President and, thus, shares some of his influence. In a country where there is very little delegation of authority to the local level, the governor has influence over whatever local powers there are. The governors came from different social and economic positions. Among them are: a seamstress, a midwife, a beauty parlour owner, and a homemaker. They range in age from 27 to 70.

Mrs. Una Cross is the OEF field representative in the Dominican Republic and is paid by USAID. In July of 1967, she began the preparations for the first national conference in January of 1968. She contacted staff officers in the AID Missions, the Embassy, USIS, Peace Corps (including Peace Corps volunteers) about how the program should be run. She talked with local community development institutions in the DR, including the community development foundation, the Office of Community Development, and the privately financed Dominican Development Foundation. In addition, Mrs. Cross again visited each of the women governors in their provinces.

The quality of the service provided by Mrs. Cross to the program in the DR was impressive. She is well-organized and efficient in the use of time. She has certainly gained the warm acceptance of the DR women with whom she works. In her travels throughout the country, she has reached more regional and out-of-the-way places than most AID officials do. Mrs. Cross has developed a prodigious amount of local contacts and activity during her short stay in the country. She was even able to reach communities where the Mission discouraged her from going because of their inaccessibility. Mrs. Cross' solution to the transportation problem was often ingenious. In one case, she commandeered an airplane from a private firm.



The first national conference for governors took place January 26 through February 3, 1968, in Jarabacoa, D.R. The first two days of meeting were devoted exclusively to the governors. Twenty-four of the 26 were in attendance. Of the two absent, one was unable to leave her province because the President was visiting there, and the other was suffering a death in the family.

The governors met in a workshop to exchange ideas and experiences and look for practical solutions to their problems. This was the first time that the women governors had been brought together as a group. Six subject areas were explored: education, health, including social service, housing, recreation, cultural affairs, and economic development. Each governor chose three of the six subjects as special interest areas and worked with guest specialists in pursuing them. In addition, plenary sessions were held.

It is very difficult to evaluate in quantitative terms what the women governors or volunteers may have derived from the seminar. It is clear that they themselves regarded it as very helpful. In a later meeting with the President, the governors requested that OEF hold an additional seminar for them. After the second seminar had been held, they went on to request still another conference. President Balaguer gave them permission to leave their posts and come together for the additional seminars. The team spoke with Mrs. Virginia Vega, a U.S. citizen and USIS employee in Santiago de los Caballeros. She has observed the program from the start, having accompanied both Mrs. Elmendorf and Mrs. Cross on visits to governors in the Northern provinces. She also attended the National Conferences. Mrs. Vega claims there has been personal growth in each of the governors since the first seminar.

A second conference of governors was held in October 1968, and a third in October of 1969. Approximately two thirds of the women governors attended the latter two workshops. In the closing days of the second national seminar for governors, the women put themselves through an evaluation process. The following is what they claimed to have derived from the seminar:

1. A clearer focus on existing problems.
2. Greater cohesiveness among the group.
3. A desire for more information.
4. The learning of group discussion techniques for application in their provincial meetings.
5. Growth in confidence.
6. A systematic approach to problem solving.

#### Program with Volunteers

In the first governors conference, 22 volunteer leaders participated as well. The volunteers consisted of three school directors, one inspector of education, a pharmacist, two housewives, a radio announcer, a nurse, a seamstress, seven teachers, two field extension agents, and three public employees. Their program was the same as the governors. The volunteers observed courses on demographic methods and on the use of volunteer organizations as a vehicle for community development.

After the national seminar for governors and volunteers, work began on four regional conferences for volunteers. The Dominican Republic was divided into four geographic areas, and volunteer leaders from the provinces in each area attended the conferences. The following seminars were held:

1. NW Region - 6 provinces, March 10 - March 15, 26 in attendance.
2. NE Region - 7 provinces, March 17 - March 22, 34 in attendance.
3. SW Region - 7 provinces, March 24 - March 29, 21 in attendance.
4. SE Region - 6 provinces, March 31 - April 5, 28 in attendance.

The OEF program for volunteers in the Dominican Republic feels a large historical void. Participants in the conference often become disillusioned when thinking of what the volunteer organizations have accomplished in other countries and how little has been accomplished in their country. Voluntary organizations simply do not have a long history in the Dominican Republic. Before Balaguer, people were afraid to show any kind of initiative at all. Mrs. Vega claims that 75% of the women who attended have become more active in voluntary work.

Additional work with volunteers includes two types of meetings: regional seminars and local workshops. OEF held two additional volunteer seminars in 1969. This time the participants were divided into Northern and Southern sections of the country. Each seminar lasted five days - one with 18 participants and the other with 24. In January and February of 1970, three additional volunteer seminars are being held.

Mrs. Cross has conducted short, weekend courses for teachers and rural women in the Dominican Republic. She has received more requests for workshops of this nature than she can fulfill. The weekend workshops provide local follow-up, increase confidence, and stimulate local volunteer activity in small towns. The following workshops have been held.

1. Bani - October 4-6, 1968.
2. Dajabon - October 11-13, 1968.
3. Santiago Rodriguez, February 7-9, 1969.
4. El Seibo, February 28 - March 2, 1969
5. Azua - July 4-6, 1969.

In the seminars for volunteers and women governors, Mrs. Cross staged, in conjunction with the Boston Institute staff, an "Institute in the Field" for 18 women from 16 provinces. This course was a more intensive one and lasted for two and a half weeks.

C. FIELD BENCHMARKSSouth America

1. OEF success in South America has been in providing assistance to leaders of volunteer service movements.
2. Attempts to encourage civic-political institutions (those interested in public issues rather than service as a volunteer) in South America have not been successful. The adaptation of the League of Women Voters' concept to South America has yet to be made.
3. OEF has developed an effective system of rendering organizational assistance, technical training, and coordination to volunteer service organizations.
4. In Colombia, OEF has assisted ACOLVOL in creating nine coordinating agencies for volunteer work throughout the country.
5. In Chile, OEF has not sparked any institutional development effort, nor has it been successful in convincing the Chilean women of the relevance of the volunteer movement in the United States. However, OEF graduates are putting their OEF training to good use.
6. In Argentina, OEF efforts have resulted in:
  - a. The creation of a secretariat for coordinating voluntary activities.
  - b. Local seminars for a cross section of the population on local issues.
  - c. A privately financed curso or "Institute in the Field".
  - d. The prospect of a locally financed institute which will conduct training programs based on OEF models throughout the country.
7. In Ecuador, a recent OEF seminar on volunteer work has resulted in the creation of a "General Secretariat of Volunteers Services" which is still in the organizational stages. This was done with relatively few OEF representative and consultant days in Ecuador.
8. In Bolivia, OEF training activities have resulted in a national technical assistance effort to voluntary groups. Also in Bolivia, OEF has experimented successfully with a training program for low income groups.
9. In Peru, OEF was capable of carrying on a national, integration seminar when relations between the U.S. and Peru were under severe strain.
10. OEF keeps in touch with and is a source of valuable information about women's groups in countries where its field representatives are inactive, e.g. Paraguay and Venezuela.

Central America and the Dominican Republic

1. In Central America, OEF has been able to develop institutions interested in social and political issues. These women's organizations have had some success in:
  - a. Encouraging persons to understand their government and resort to the means of pressure and appeal available to them.
  - b. Performing studies of important issues and distributing their results.
  - c. Lobbying for women's rights
  - d. Signaling needs for reform.
  - e. Demanding an improvement in public services.
2. Accomplishments in these areas are still limited in the following ways:
  - a. Numbers participating in the above projects are still small.
  - b. Goals and methods are not as dynamic as the need requires.
  - c. Projects are often study-oriented rather than action-oriented.
  - d. Citizen organizations suffer from the image of being feminist do-gooders.
3. OEF has not developed any organization providing technical assistance to volunteer service groups in Central America - with the possible exception of Costa Rica.
4. In Guatemala, the ACAF has been successful in exposing political parties to the scrutiny of the voters and in mounting a campaign to improve civic education in the schools.
5. In Panama, the UCP carried on successful civic education campaigns throughout the country, encouraged the government to take action against juvenile delinquency, and improved public services in Panama City.
6. In Panama, the UCP was one of the few institutions to indicate publicly its disapproval of the military takeover of the government. Despite this, steps taken by the military government cancelled the progress made by the UCP in the five preceding years.
7. OEF has not tapped the potential of Costa Rican women for developing model programs in their own country or for transferring their experiences in politics to other women in Central America.

8. The OEF supported women's group in Costa Rica has been successful in raising money and acquiring land for a volunteer training center.
9. In the Dominican Republic, OEF has provided highly valued assistance to local women governors in every province of the country.
10. In the Dominican Republic, OEF has begun the long process of involving local women in volunteer activities, a practice discouraged by previous dictatorial governments. In doing so, they have reached women in the remotest parts of the country.

Institutional Development

1. Conducting seminars and workshops has proven an effective means of developing institutions. For example:
  - a. ACOVOL grew out of a seminar held by A.I.D. with OEF help in 1962.
  - b. In Quito, a similar organization was recently established as the result of a conference on volunteers which OEF graduates and staff supported.
  - c. CONIF, in Bolivia, expanded through national seminars.
  - d. Womens citizen groups in Panama, Guatemala, Nicaragua, Honduras, and Costa Rica were formed as a result of OEF workshops.
  - e. A Training Center is being organized in Argentina, as a result of two OEF supported seminars in that country.
2. Women's organizations being assisted by OEF spend a great deal of effort in organizational matters. There is a need for more time to be spent on programs.
3. OEF has been able to spark considerable institutional development activity through short field visits. This is due primarily to the presence of OEF graduates in these countries and their desire for in-country training programs.
4. Institutional growth of OEF-sponsored organizations has been spontaneous and not been pushed from "on-high." OEF field representatives are, if anything, overly cautious about forming an organization before seeing sufficient local initiative.

Seminars

1. OEF in-country seminars have stimulated local discussion of community problems.
2. OEF has successfully substituted the practice of conducting workshops for the more traditional, less productive practice of holding conferences.
3. OEF has conducted in-country workshops and seminars at a rate which must be considered prodigious when compared to the staff time allowed for it.
4. There is a need to conduct other seminar models besides the often used "seminar on organizational techniques" for more advanced organizations.
5. Traditional OEF seminars have not been effective in areas where women are most active, such as Chile and Costa Rica.
6. OEF seminars have been useful in breaking down geographic barriers which exist in Latin American societies. Examples of this are the national seminars held in the Dominican Republic, Peru, Bolivia, Argentina and Colombia.
7. In-country seminars often have an important multiplier effect. One seminar can lead to the formation of an organization which in turn sponsors more seminars in other cities.



Fund Raising

1. OEF has mounted a substantial campaign of assisting local organizations raise funds. This included:
  - a. Visits to possible donors throughout Latin America.
  - b. Courses to OEF-backed institutions on fund raising techniques.
  - c. Publication of a fund raising "how to do it" manual (now in progress).
2. An important test case in fund raising will be the amount of local support generated for the field institute in Argentina, May, 1970.
3. Preliminary impressions are not sanguine with regard to fund raising prospects. ACAF, an organization with considerable prestige, was notably unsuccessful in raising funds. The contributions which do come will probably be from U.S. businesses operating in Latin America.

Relations with AID Missions

1. OEF has gained some assistance at the local mission level.
2. Small contributions and other forms of Mission assistance provide maximum leverage and mileage. For example:
  - a. USAID/Argentina contributed \$3,200 to the Cordoba seminar which led to formation of a coordinating institution.
  - b. USAID/Colombia sponsored the original "Bolivarian seminar" and published the ACOVOL handbook, both of which have upgraded volunteer activity in Colombia.
  - c. USAID/Dominican Republic has provided funds for training local governors and volunteer leaders in each province in the country at a low average cost per trainee.
  - d. USAID/Panama supported a national civic education program with \$10,000 in grant funds.
  - e. USAID/Bolivia seeded the CONIF national training effort with \$2,000 in a way which compounded the "multiplier" effect of OEF programs in Bolivia.
3. A.I.D. Missions still see OEF as a training rather than an institutional development resource. Program plans for OEF are stated in terms of numbers of participants at the Institute and Seminar rather than in terms of how OEF graduates and field consultants can contribute to Title IX in-country goals.
4. OEF programs are hampered by the tendency of Missions to see most regional programs as imposed from Washington and a failure to make them an organic part of Mission strategy.
5. A.I.D. Mission personnel tend to have a negative view of the OEF even while supporting the program. Despite the above cases of cooperation, the team learned to expect a jaded cynicism toward the program which, upon questioning, soon gave way to general ignorance of it. There are, of course, exceptions to this.
6. OEF has often enjoyed support at the Ambassadorial or Mission Director level but this has not always been transferred to the technical level, causing a problem when the Ambassador or Mission Director leave.

Population Programs

1. OEF is doing some work in the population field. The problem of over-population is discussed in nearly all its seminars with considerable interest. OEF supported groups work with organizations directly engaged in birth control programs.
2. OEF supported institutions in Latin America are not prepared or willing to be the wedge within their societies for advancing the cause of population control. OEF would do damage to the confidence and influence it enjoys with these groups should it lobby too ardently for birth control.
3. OEF's contribution in the population area is in educating groups and communities about the birth rate and in changing attitudes, not in promoting specific birth control programs.

General Relations with Women in Latin America

1. OEF successfully serves as a point of contact between women's groups in Latin America and the United States. An international "sorority" exists between OEF staff and volunteers, League workers and the Latin Americans who have participated in training programs.
2. This "sorority" effect gives the OEF ready acceptance and considerable influence with women leaders in Latin America.
3. OEF has not worked a great deal with wives in the American community. Contacts have been made, but there is little progress in integrating them into the OEF's institutional development efforts.
4. OEF has had limited experience with lower class women. Very few participants have been selected from campesino or labor movements. Of all the members of the UCP in Panama, only 1.3 lacked a high school education indicating that it was definitely made up of upper middle class citizens.

D. Directions for the Future in the Field

1. Other than the fact that it is itself a voluntary organization, OEF is not the technical resource it could be in the field of assistance to organizations which promote volunteer services of all kinds. OEF could improve its technical expertise in this area by:
  - a. Adding persons with experience in other voluntary associations besides the League to its Board and Staff.
  - b. Studying volunteer movements in the United States for experiences relevant to Latin America.
  - c. Developing a list of volunteer projects, especially in U.S. community action and other poverty programs, which might be useful to Latin American groups.
  - d. Work with institutions in Latin America to develop more specific training programs for volunteers such as: courses for volunteer hospital workers; and courses for the executives of voluntary organizations.
  - e. Develop a system of exchanging ideas among Latin American voluntary groups.
2. OEF could use its periodical Intercambio and other publications to publish ideas and technical guidance for voluntary organizations instead of just "newsy items."
3. OEF could encourage the formation of civic/political organizations patterned after the League in South America by:
  - a. Encouraging the many OEF graduates interested in this.
  - b. Working with them at the very beginning of their organizations.
  - c. Placing emphasis more on "issues" than on formal political process.
4. Citizen groups in Central America should be encouraged to become more dynamic in the following ways:
  - a. Setting more ambitious goals for influencing public decisions.
  - b. Emphasizing action rather than study or organizational matters.
  - c. Developing new project models in addition to the seminar such as better writing campaigns and media campaigns.
  - d. Conducting intensive membership drives with goals in the thousands rather than the hundreds.

5. OEF could develop a model technical assistance project for voluntary organizations in one Central American country to indicate the potential for success there. This will be important in countries such as Panama where the civic/political organization is no longer possible.
6. OEF could mount a special program to meet the needs of Chilean women. This could be either:
  - a. A Washington seminar strictly for Chilean women with the emphasis on viewing social development efforts in the U.S.
  - b. A special workshop in Chile on social innovations now being made in the United States.
7. OEF could make Costa Rica a model country for women's involvement in development based on:
  - a. Assistance to the volunteer movement.
  - b. The transfer of women's interest in politics from a strictly partisan involvement every four years to an issue-oriented organization through which they could be effective on a continuous basis.
8. OEF could use Costa Rica as a training center for programs in women's involvement in the political life of the country.
9. Training centers similar to the center in Argentina could be developed in Bolivia and Dominican Republic so that a local capability is developed to carry on the OEF field representative's work especially at local levels.
10. OEF should set limits on the number of seminars it conducts in any one country before making a definite effort to develop a host country training institution.
11. OEF should develop other institutional development techniques besides the seminar. One such technique would be "model projects" for young organizations to undertake.
12. Institutional development accomplishments by OEF should be judged not by numbers of members and other internal considerations, but by the impact it has on society or general issues.
13. OEF reporting could be based less on reports of seminars and more on institutional growth. Efforts should be made to make reports less personal and more objective.
14. OEF could broaden its repertoire of seminars and develop, where local interest and conditions allow, specific seminars on: violence, agrarian reform, pollution, tax reform & the role of women during a political crisis.
15. OEF could prepare a program of national and local seminars on the population problem throughout Latin America with the emphasis on studying the problem rather than promoting family planning programs.

16. OEF could be more aggressive in its approach to AID Missions, encouraging Missions to:
  - a. See the relevance of OEF programs to the Missions' Title IX strategy.
  - b. Develop more programs involving women.
  - c. Take advantage of the mileage and leverage available to them through small grants to OEF in-country programs.
17. OEF could mount a new effort to work with low-income women in the rural areas and squatter settlements in the cities. This could consist of:
  - a. Training programs for low-income women.
  - b. Encouraging present organizations' membership to work in community development action in slum and rural areas.
  - c. Joint programs with Peace Corp, AIFLD, and IDF.
18. OEF could develop new programs for established, well-connected women as well as for low-income women. Seminars for the wives of congressmen, senators & leading businessmen could be held with the purpose of encouraging them to exert their potential influence for social change.
19. OEF could use the talents of the wives of U.S. Mission and American Embassy personnel in their field programs. This would not only add resources to the program but improve the image of the U.S. community as well.

VI. CONCLUSION

The League of Women Voters was "Implementing Title IX" fifty years ago in the United States while pursuing its goals of making persons aware of the importance of political decisions on their lives. The Overseas Education Fund is now pursuing the same aims in Latin America, and it must adopt the same bold spirit of the founders of the League. "Civic education" and "volunteer service" can be very exciting vocations, or they can be very tame. As Miss Marguerite Wells, former president of the League, said, "The purpose should be not to teach a great deal about government, but to teach one person to take a first step in political activity." The OEF could teach Latin American women to take more dynamic steps toward improving the conditions of life in their own countries. Acting in this way, can the OEF help remedy the defects in Latin American democracies? They can at least encourage Latin American women to try.