PD-AAT-069

AGENCY FOR INTERNATIONAL DEVELOPMENT 44300

PROJECT PAPER FACESHEET

TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE a/ (X APPROPRIATE BOX) ☐ ORIGINAL ☐ CHANGE ☐ ADD ☐ DELETE

PP

DOCUMENT CODE 3

2. COUNTRY/REGIONAL ENTITY/GRANTEE: HAITI

3. DOCUMENT REVISION NUMBER: a/ PROP Revision

4. PROJECT NUMBER: 521-15-810-061

5. BUREAU: A. SYMBOL LA; B. CODE 3

6. ESTIMATED FY OF PROJECT COMPLETION: FY 79

7. PROJECT TITLE - SHORT (STAY WITHIN BRACKETS): Rural Community Development (HACHO)

8. ESTIMATED FY OF AUTHORIZATION/OBLIGATION: A. INITIAL MO. 1 YR. 76; B. FINAL FY 79

9. SECONDARY TECHNICAL CODES (MAXIMUM SIX CODES OF THREE POSITIONS EACH): DOC

10. ESTIMATED TOTAL COST ($000 OR EQUIVALENT, $1 = ____)

A. PROGRAM FINANCING	FIRST YEAR FY 76 B. FX	C. L/C	D. TOTAL	ALL YEARS E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL	525		525	1,836		1,836 a/
(GRANT)	(525)	( )	(525)	(1,836)	( )	(1,836)
(LOAN)	( )	( )	( )	( )	( )	( )
OTHER U.S. 1. Title II Foods	---- (600,000 lbs)					
2.						
HOST GOVERNMENT		165	165		1,330	1,330
OTHER DONOR(S)	200		200	400		400
TOTALS	725	165	890	2,236	1,330	3,566

11. ESTIMATED COSTS/AID APPROPRIATED FUNDS ($000)

A. APPROPRIATION CODE	B. PROJECT PURPOSE CODE	C. PRIMARY TECH. CODE	FY 76 D. GRANT	E. LOAN	FY TQ F. GRANT	G. LOAN	FY 77 H. GRANT	I. LOAN	ALL YEARS J. GRANT	K. LOAN
F & N			525		111		550		1,836 a/	
TOTALS			525		111					
L. PROJECT MANAGEMENT EXPENDITURES			540		120		550		1,836	

12. PROJECT PURPOSE(S) (STAY WITHIN BRACKETS) ☐ CHECK IF DIFFERENT FROM PID/PRP

To develop community councils that are aware of, and are effectively practicing, the concepts and techniques of self-help community development.

a/ Obligations for project 061 totaled $3,294,000 through FY 1975

13. WERE CHANGES MADE IN THE PID/PRP FACESHEET DATA NOT INCLUDED ABOVE? IF YES, ATTACH CHANGED PID AND/OR PRP FACESHEET.

N.A. ☐ YES ☐ NO

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE

TITLE Scott L. Behoteguy
AID Representative

DATE SIGNED MO. 12 DAY 04 YR. 75

16. DATE RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION MO. DAY YR.

AID 1330-4 (5-75)

Best Available Document

Part I. Summary and Recommendations

A. Face Sheet (see "Project Paper Facesheet")

B. Recommendations

Grant ...	Total New AID Obligations	$1,836,000
	Title II Foodstuffs*	
	Waiver of competitive selection for ongoing consulting services	

* Approximately 600,000 pounds of Title II foodstuffs from the national program of CARE will be used in the north-west HACHO area during the life of the project.

C. DESCRIPTION OF THE PROJECT

HACHO - The Haitian American Community Help Organization - has been authorized by the GOH to operate as a regional development agency in the north-western peninsula of the country. AID has assisted the institution since its organization in 1966 through a contract with CARE. The present revised Project Paper proposes to continue grant support for the institution through the life of the project - the end of FY 1979. AID assistance will: 1) pay the salaries of two CARE advisors; 2) provide budget support for HACHO operations including employee salaries and the acquisition of materials and supplies, and, 3) provide assistance to HACHO in establishing an ongoing evaluation capability. It is also contemplated that 600,000 pounds of P.L. 480 Title II commodities will be utilized in support of the project during the next four years.

The level of support requested in the proposed budget will, in conjunction with the inputs to be provided by the GOH, enable HACHO to continue operation of a program designed to improve living conditions in the north-west. The program contains two important elements. The first of these is the provision of basic public services such as the rehabilitation, maintenance, and, occasionally, construction of roads; the operation of health clinics and nutrition centers; and the provision of agricultural extension services. The second element consists of the provision of material and technical assistance to community councils to aid them in the undertaking of self-help community development projects. A representative sampling of the types of projects undertaken would include farm-to-market access roads, potable water systems, soil conservation, small irrigation projects, construction of school rooms, and clinics.

HACHO has recognized from the outset that its resources are extremely limited in relation to the magnitude of the development problems of the north-west, and also that AID support must eventually cease. Also, no matter how useful HACHO activities are at the present, it has also been recognized that they will, in and of themselves, have a negligible impact upon the institution's objective of improving the standard of living of the region over the long run. As a result, HACHO has attempted to utilize its assistance to community councils (C.C.'s) in such a manner that the concepts and techniques of self-help community development will be reinforced. The C.C.'s have been assisted in articulating their needs and are required to contribute in labor and local materials and cash to the maximum extent possible. The HACHO staff has found many of the inhabitants of the area to be extremely receptive to the self-help approach. Nearly a hundred C.C.'s are currently active in the area. This is by far the largest number active in any region of the country. The great majority of them are still not capable of independent existence, but if present progress continues most of them should be before AID support ceases at the end of FY 1979.

The institutional development of the C.C.'s to the point where they are willing and capable of applying self-help community development techniques is not, of course, sufficient to guarantee the future economic development of the north-west. As the institutional capabilities of the Central Government continue to expand, however, the C.C.'s should become increasingly useful vehicles for carrying the Nation's development programs to the countryside. The cooperation of the two bodies will unquestionably provide a powerful tool in the GOH's efforts to raise the standard of living of its citizens.

D. SUMMARY FINDINGS

The HACHO project has successfully completed its original objective of assisting with the survival of some 300,000 people in the north-western region. Given the difficult living conditions in that area, this is a major accomplishment. The principle of self-help community development continues to be developed by HACHO specialists. The next four years will witness the gradual shifting of emphasis from survival to increased self-sufficiency. Among the new actions envisaged by HACHO is hiring a full-time Haitian Evaluation Officer, doubling of agricultural extension agents, greatly increased training of farmers in improved agricultural techniques, and the formation of ad hoc working committees to concentrate on specific issues (this will strengthen the ability of the HACHO Advisory Board to fulfill its role). Finally, HACHO will assume a stronger coordinating role while delegating more implementation activities to the C.C.'s, other government agencies, and other donors. USAID/Haiti believes that HACHO has successfully demonstrated its capabilities.

The project meets all applicable statutory criteria.

E. PROJECT ISSUES

Issue No. 1: Should HACHO be completely integrated into the GOH at the end of FY 1979?

Discussion:

It has generally been assumed that the various activities of HACHO would be entirely integrated into the appropriate ministries of the GOH, such as Agriculture and Health, at some point in the future. There do, however, seem to be reasons to consider the continuation of HACHO as a semi-autonomous entity in the north-west region. The most important of these reasons is the present superiority of the HACHO operation vis-à-vis the ministries into which it will be integrated. Another factor to be considered is the close working relationship presently established between HACHO and its constituencies in the north-west region which would be extremely difficult

for GOH ministries to duplicate. It is not possible at this time to predict what will happen to HACHO at the end of the next four years, although the Executive Secretary of CONADEP (Minister Bros) has stated that HACHO will be maintained as a semi-autonomous agency for the time-being. Discussions will continue on these points during thelife of the project.

Issue No. 2: Should AID assistance to HACHO be extended for only one more year or for the life-time of the proposed project, i.e. until the end of FY 1979?

Discussion:

Several observers have commented on the accomplishments of HACHO over the past 10 years. Some have urged that AID declare HACHO a success and leave it to the GOH to continue. It is true that the success of HACHO during the 10 years has resulted in the development of basic infrastructure such as roads, potable water, basic health care, and extension services which were not being provided previously. During the first 10 years HACHO was essentially a demonstration project in the poorest of the poor areas of Haiti. The inhabitants of the north-west region have been hard pressed just to survive at a minimum level. In addition, two droughts have resulted in crop failures of up to 90%. These droughts have required major disaster relief efforts on the part of many international donors, including the USG. These droughts have also negatively affected the development of HACHO activities. In spite of these difficulties, it is evident that significant accomplishments have been made on the target area of some 250,000 inhabitants.

Recommendation:

It is recommended that AID assist HACHO through FY 1979. HACHO's first 10 years have been spent essentially to build social and physical infrastructure which can be used as a basis for further development. The program proposed for the next 4 years is clearly aimed at further strengthening community councils through various types of training activities so that the community councils at the end of this period can undertake with a minimum of assistance improved agricultural practices, erosion control, and essential irrigation. There will also be additional road building to improve transportation of goods into and out of the region and a greater emphasis on family planning, nutrition, and other preventive health care measures. The additional 4 years will provide the necessary time to accomplish these objectives, and to give the GOH time to absorb progressively the permanent costs of the program. (After FY 79, there will be no additional AID cash contributions to HACHO, and the GOH will have full financial responsibility.)

Part II. Project Background and Detailed Description

A. BACKGROUND

Target Area and Population

The target area includes most of Haiti's north-western peninsula and comprises a region of approximately 1,100 square miles, or 10% of the nation's land surface. The climate is predominantly semi-arid with an average annual rainfall of approximately 11 inches - the lowest of the country. The utilization of tree cover for building materials and fuel has nearly denuded the landscape. Concurrently, all areas that were arable or suitable for grazing are being intensively utilized. In combination, these factors have increasingly tended to result in rapid water runoff with associated erosion accompanied by severe flooding of low-lying areas whenever heavy rains occur. In-depth surveys by both the international lending agencies and the GOH have concluded that the region possesses the slenderest resource base and the fewest economic development prospects of any area of the country. (Experience has demonstrated, however, that sufficient resources exist to permit an improvement in economic conditions.)

Inhabiting the region are an estimated 300,000 people, slightly under 5% of the national population. Few data exist to permit characterization, description, or classification of this target group with the usual aggregate social and economic indicators. It is known however, that:

- fewer than 5% of the residents live in urban areas.
- average daily caloric intake is at least 10% below the nationwide average of 1,850, which is, in turn, the lowest national average in the world with the single exception of Upper Volta.
- The incidence of 3rd degree malnutrition in preschool children is nearly twice the national average of 10%.
- There are fewer than 10 licensed physicians practicing in the region.
- Per capita income is estimated at less than half the nationwide average of $143. (1973 estimate).
- The illiteracy rate is estimated at approximately 85%.

Based upon such evidence, the GOH and the international donor agencies have concluded that the target population is among the very poorest in the nation. Given that Haiti is the only nation in the Western Hemisphere included in the UN's list of 25 least-developed countries, the target population is also distinguished as being among the poorest in the world.

HACHO Background

HACHO was established in 1966. It was at a time when relations between the United States and Haiti were strained and the AID program was limited to support for malaria eradication and the distribution of PL 480 Title II commodities. Under the circumstances, the HACHO program was conceived as humanitarian cooperation in improving the standard of living and especially the health care of the people of the north-west to a point at which other development efforts could begin.

The HACHO program was the result of the collaborative efforts of AID, CARE, and a Haitian committee which included the man who became the institution's first director. The philosophy underlying the program was that the development problems of the north-west were so numerous and multifarious that only a regional approach which addressed problems in the sectors of health, agricultural, and transportation simultaneously would have any chance of succeeding.

HACHO's initial strategy was to devote most of its resources for the first few years of operations to road construction and curative health activities. The rationale for the strategy was quite simple. At the outset of the program there were no roads linking the north-west with the rest of the country. Until the major concentrations of population could be linked by road, HACHO would be without access to its target group. The initial concentration in curative health activities was owing to the combination of great need and high receptivity among the target group for that service. Once rapport was established through medical services,it was believed that the task of introducing agricultural and community development workers would be facilitated.

The following is a summary review of some of the more important developments in HACHO operations from 1966 to the present:

DATE	EVENT
Early 1966	Preliminary discussions of concept between GOH/CARE/AID
June,1966	Initial AID/CARE grant
August 31, 1966	GOH/CARE contract permitting CARE to work with newly formed HACHO, which in turn was created by GOH

DATE	EVENT
September, 1966	HACHO provided office space by GOH in Port-au-Prince; first drugs and vehicles ordered; first personnel appointed.
Nov. 2, 1966	First field personnel arrived in Jean Rabel to open the unit, with locally purchased supplies but no vehicles
February, 1967	Jean Rabel hospital operating, first health auxiliaries trained and assigned. A second field office opened in Anse Rouge.
September, 1967	First HACHO vehicles arrived and made operational
January, 1968	15 Community councils organized. First reports of impending famine. 48 HACHO employees.
Feb-Dec., 1968	HACHO preoccupied with emergency feeding program (food for work basis); 8000 tons of Title II food distributed through HACHO. Road construction/ improvement between Jean Rabel and Anse Rouge commenced, Jean Rabel medical team was receiving an average of 2,300 patients per month and the Anse Rouge unit 800 per month.
Sept. 1966-Feb., 1968	An estimated 50,000 people had been directly affected by HACHO programs (medical, potable water, roads, other CD and agricultural projects) at a cost of about $3.50 per capita.
1969-1970	New roads constructed by HACHO linking Jean Rabel to Gonaives via Anse Rouge permitted trucks from St. Marc and Gonaives to haul out corn from Jean Rabel for better prices.
	Six mobile clinics established, one each, at Bombardopolis, Sources Chaudes, Mare Rouge, Coridon, Cabaret, and Boucan Patriot, serving 3,200 beneficiaries per month.
	HACHO zone covers an estimated area of 861 square miles with a population of 120,000 people. HACHO had 75 local employees -- most of them serving in the field units.

DATE	EVENT
Late 1970	New school construction made it possible for 4,000 school children in HACHO area to attend school, or roughly 10% of the school-aged children.
1971	HACHO units increased from 2 to 5 units included the new units of Terre Neuve, Gros Morne and St. Michel de L'Attalaye.
	Regional office in Gonaives was established and became functional.
June ,1972	New AID agreement was executed for more active participation in HACHO by agencies of GOH. GOH officially agreed to an annual in - kind contribution of $90,000 to HACHO program. HACHO received 2 bulldozers, one grader and one compressor from Public Works. HACHO Staff increased to 210 employees.
As of June ,1973	HACHO operating a central office in Port-au-Prince, a field office in Gonaives and five unit headquarters in the communities of Jean Rabel, Anse Rouge, Terre Neuve, Gros Morne and St. Michel. HACHO staff increased to 246. Mobile clinics increased from 6 to 15, serving an average of 12,000 patients per year. 10 nutrition centers serving 1,000 beneficiaries per year were established.
1973-1974	HACHO budget substantially cut. The units of Gros Morne and St. Michel were phased out by HACHO.
	Heavy equipment/Food-for-Work teams constructed/ improved 143 miles of road connecting 90% of the major zones.
	Baie de Henne irrigation system phase one covering 100 hectares made functional and work commenced on phase two extension to cover another 60 hectares.
	HACHO Staff reduced from 246 to 175.
1974-1975	One USAID/CARE contract position terminated and functions taken over by Haitian employee(s). HACHO's Central and Regional Offices personnel increased by two employees. HACHO preoccupied with drought relief operations.

DATE	EVENT
1974-1975	HACHO received first cash contributions from GOH. October 1974 to September 1975 cash contribution of $50,000.
	Road construction/improvement reached a total of 223 miles, thus linking all major areas with Port-au-Prince via Gonaives.
	Increased emphasis on agricultural production.
	Introduction of new crops such as sisal and cotton. Also major construction of medical facilities in units of Jean Rabel and Anse Rouge.

Close examination of the summary discloses that HACHO's road building objectives have only recently been met. There is little doubt, however, that the gradually expanded road network, while rudimentary, has been the organization's most important accomplishment in the infrastructure field. By linking the north-west with the national market, it has not only gained HACHO access to its constituency, but has also reduced transportation costs and made new amenities available to the region as well. These effects have been particularly noticeable along the 123 mile section linking Gonaives, Anse Rouge, Jean Rabel, Mole St. Nicolas, Bombarde and Baie de Henne. The road is now being used by regular commercial traffic and has resulted in an increase in the number of market days in each town. Particularly noteworthy was the use of HACHO-built and improved roads for the delivery of emergency food supplies during this year's famine relief efforts. Without these roads the task of delivering food would have been considerably delayed.

HACHO activities in the health area have also met with considerable success. Despite great difficulty in recruiting physicians to serve in the area, even for short periods of time, the organization's clinics have managed to provide a broad range of curative medical services to the target group. The emphasis in health delivery has changed with the passage of time, however. Clinical medical services reach a plateau after a few years in any given area in which a clinic has been established in terms of the consumption of drugs and supplies and the number of patients treated. This factor facilitates HACHO's policy of shifting the emphasis of its health programs toward preventive health and nutrition services.

The movement into preventive health has taken a number of directions. These include the visits of auxiliaries trained and paid by HACHO to homes with lectures and demonstrations of improved home management practices, including the use and preparation of more nutritional foods, improved sanitary storage and preparation of foods, instruction in sewing

and mending,the use of sanitary latrines, and so forth. Another avenue of pursuit has been the establishment of nutrition, or mother-craft, centers which demonstrate to mothers of preschool children exhibiting 2nd and 3rd degree malnutrition how to prepare nutritional meals for their families from foods available locally. Aid to communities in the construction of potable water projects has been still another movement in the direction of preventive health.

Given the length of time and amount of resources that HACHO has devoted to the health area, it would be extremely useful to know how effective the program has been. Has it succeeded, for example, in reducing by a noticeable amount the incidence of malnutrition, morbidity, or mortality among the target population? The HACHO staff and USAID/Haiti believe that it has, but their conclusions are based on observation rather than statistical data. Unfortunately, no baseline figures for these indicators pertaining exclusively to the north-west were available at the time the HACHO program commenced in 1966, and none has been collected since then. The HACHO administration has been keenly interested in obtaining answers to these questions, but has been understandably reluctant to divert funds from its very limited budget for the purpose. A phase II evaluation funded by AID will commence shortly, however, and will hopefully be able to develop some useful baseline data that will be of future use in determining the impact of HACHO's health programs over the next years. (Each nutrition center does have, of course, records showing the results of its work on children who enter the clinic. However, no satisfactory surveys have been made of the nutrition status in the area of the center to determine the total impact of the center.)

Except for the extension services, HACHO's activities in the area of agriculture and soil conservation have been largely confined to aid to communities for self-help community development projects. As a consequence, the amount of HACHO resources devoted to activities of this nature has depended directly upon the rapidity with which the C.C.'s have become organized and active. Agricultural projects began in a limited way in the late 1960's and have gradually expanded in volume and importance since that time. The largest single project undertaken thus far has been the Baie de Henne irrigation system, which services 100 hectares. It is presently being extended to cover an additional 60 hectares. Other projects undertaken include smaller irrigation systems, crop diversification programs, fish ponds, upgrading-of-livestock programs and terracing to prevent erosion. Increases in productivity by small farmers from projects of this nature have been very impressive - frequently in excess of 50%. A team of faculty members from Virginia Polytechnic Institute recently toured the north-west and reported that despite the area's limited resources, there are many ways of further increasing output substantially. With the region's road network now essentially complete and the health program well established, HACHO intends to devote considerably more effort to agricultural activities during the remaining years of the project.

By assisting C.C.'s in the construction of schoolrooms on a self-help basis, HACHO has also had an impact upon education in the north-west. Thus far, HACHO has participated in the construction of 24 schoolrooms and estimates that average annual attendance now stands at approximately 1,200. The school construction projects have proven to be very popular and a sizeable backlog for additional projects currently exists. Since teachers are supplied by the Ministry of Agriculture, which administers GOH activities in rural education, HACHO activities in education are coordinated with that ministry. HACHO is currently contemplating an expansion of its activities in this area to include a modest experimental pilot program in non-formal literacy training and demonstration garden pilots. Thus far, however, the organization's limited budget has precluded follow-on evaluation of the school construction projects to determine such matters as the average drop-out rate, the relevance of the subjects taught to the pupil's socio-economic environment, or what happens to the students who do complete several years of schooling. The forthcoming addition of an evaluation officer to the HACHO staff, as well as the provision of modest budgetary support for studies of this nature, will hopefully improve matters in this respect.

The last major area of HACHO activity, and probably the one with the greatest long-run potential for effecting a positive improvement in the living conditions of the target population, is that dealing with the organization and promotion of community councils. HACHO's efforts in this direction began in January, 1968 with the organization of 15 C.C.'s in the Jean Rabel area. With the major portion of HACHO's budget during this period being devoted to road building and curative health, there were correspondingly few resources available to enlist in support for self-help projects. The result was very moderate growth in the number of C.C.'s. An AID/W-funded evaluation of the HACHO project performed in 1972 specifically recommended that the number of C.C.'s be increased substantially so as to reach a larger proportion of the target population. HACHO assented to the recommendation and drew up a plan for organizing some 248 C.C.'s in its target area. After the organization's withdrawal from the districts of Gros Morne and St. Michel early in 1974, however, this target number declined to 168. The use of these figures in revised project papers by the Mission has led to unfortunate confusion concerning the status of the C.C.'s movement at any given moment. The figures represented HACHO planning targets for the organization of future C.C.'s rather than the number organized and active at any given moment. In actuality, the number of active C.C.'s has grown apace. According to the HACHO administration, 100 were "functioning" by any conventional definition of that term at the time that this revision was drafted in November, 1975. On paper, however, the number eventually planned is still 168. In the opinion of many HACHO staff members, this number is beyond the present capabilities of the organization to deal with effectively and the target will probably be lowered in the near future.

As noted above in the project description, few of the 100 C.C.'s currently active are judged by the HACHO and USAID/Haiti staffs to be capable of existence independent of HACHO resources at the present. With the road system built and the health program stabilized, however, the increasing volume of resources being devoted to self-help community development activities should provide a powerful inducement to the C.C.'s. The strength of the movement, together with the amount of infrastructure already constructed by HACHO, has been judged by the HACHO administration and USAID/Haiti alike to have been a major influence in attracting new donors to the area. The French and West German Governments have recently authorized a total of $70,000 for a potable water project in Anse Rouge. The Canadian Freedom from Hunger Foundation has also received backing from the Canadian Government to cooperate with HACHO in a water catchment project for the Anse Rouge hinterland. In addition, the GOH-sponsored IDAI (Institut de Développement Agricole et Industriel) has agreed to assist HACHO in the planting of 6,000 hectares of beans and cotton in selected areas in the north-west.

Most of the success which HACHO has been able to achieve thus far can unquestionably be attributed to the organization's increasing effectiveness as an institution. It currently has 171 employees of which 101 are men and 70 are women. Its operations are very decentralized, and except for basic staffs in the Port-au-Prince headquarters and the regional support office in Gonaives, all of its employees are assigned to field duty. Most of its professional and paraprofessional personnel are well trained and highly motivated. The annual rate of personnel turnover has averaged a relatively low 2% during the past few years. As with several other semi-autonomous organizations, salary levels exceed these paid by regular GOH ministries by a moderate amount but HACHO regards the differential as a justifiable premium for service in rural areas. The administrative system under which HACHO operates is based on that of CARE's. It is a system which is very accountability conscious and which has withstood the test of time and years of close examination by AID.

The GOH has become increasingly supportive of the HACHO program. An agreement reached in 1972 provided for more active participation in HACHO by the personnel of the Ministries of Health and Agriculture. HACHO also received some road-building equipment on loan from the Ministry of Public Works. In October, 1974, the GOH further agreed to increase its support by making a cash contribution of $50,000 in FY 1975 (There had been no cash contribution in earlier years). The sum was increased in October, 1975 to $100,000 for FY 1976. The proposed budget through the life of the project anticipates progressively larger annual GOH contributions.

In the hope that an advisory board composed of representatives of all the GOH ministries interested in or affected by HACHO's activities would increase interest in the program, the revised Project Paper submitted in 1974 recommended creation of such an entity. The board was established

but results thus far have been somewhat disappointing. The Minister representatives on the board were mid-level officials without the authority to commit their respective offices to specific courses of action. However, these officials were able to improve the flow of information and ideas between HACHO and the regular ministries.

Previous Revisions of the Project Paper

This is the fourth major revision of the original Project Paper (PROP) submitted in 1966. The first was submitted in July, 1970, the second in October, 1973, and the third in November, 1974. The revisions were occasioned partly by the gradual shift in HACHO priorities and by close agency examination of a program ongoing for such a prolonged period of time. A more important reason, however, has been the difficulties in responding to questions concerning HACHO's operations and the effects they were having on the target population.

The difficulty is attributable in large part to the very limited AID presence in Haiti from the early sixties until quite recently which made it difficult to monitor the project closely and perform annual evaluations.

The problem has been severely aggravated by the absence of nearly any kind of baseline data that would serve to measure project accomplishment at the purpose and goal levels. HACHO's manpower resources have been too meager to develop these data without detracting from its regular program and the GOH has thus far been unable to provide any input into this evaluation activity.

Prior to this year, the project had been evaluated only once. This was the evaluation performed under contract in May, 1972. Considering the fact that the author was able to spend a scant two and one-half weeks in Haiti for the research and drafting of the report, it is an admirable document. His description of HACHO's administrative structure and its relations with other GOH agencies, together with the recommendations for project design contained in his suggested logical frame work were particularly useful. Unfortunately, however, the HACHO program was discussed only in very general terms and lack of data prevented the author from providing concrete answers to the important questions of the impact of the HACHO program on the target population and the extent to which the organization was pursuing the most cost-effective alternatives available to it.

The review in Washington of the revised Project Papers submitted in 1973 and 1974 led to authorization for one year funding only in both FY 1974 and 1975. The one year funding for the latter year was granted with the specific requirement that an in-depth evaluation of HACHO, its program, and the effect of its program be performed before any additional funding would be approved.

A detailed and extensive scope of work for the evaluation was developed. It was decided that since many essentially factual characteristics of the institution and its program upon which an evaluation would ordinarilly be based were unknown, the evaluation would be divided into two parts - Phase I and Phase II, Phase I of the evaluation was intended to remedy this deficiency through the collection of as much of the factual information as feasible. Phase II would then proceed to examine the extent to which the organization has succeeded or failed in meeting its objectives, using the data developed in the Phase I evaluation as a starting point.

The Phase I evaluation was completed only in October of 1975. Both USAID/Haiti and HACHO have found it disappointing in several respects and the Phase II scope of work may have to be modified to make certain that all of the necessary information is collected.

To ensure that the baseline data are kept up to date once they have been developed and fed back to HACHO so that the institution can effectively improve its programming, the present Project Paper contains sufficient funding for a Haitian evaluation officer to be placed on the organization's staff for the life of the project. In addition, further funding is provided to enable the evaluation officer to carry out periodic surveys that will either develop additional baseline data or update existing data.

B. DETAILED DESCRIPTION

Goal:

To improve the quality of life of an estimated 300,000 inhabitants who live in north-western Haiti, the poorest section of the country.

Measurement of Goal Achievement and Means of Verification:

Representative examples of indicators that will reflect project effectiveness at the goal level are provided below. Unfortunately, the status of baseline data throughout Haiti is such that the establishment of firm targets for the great majority of the indicators is impossible at present. As a consequence, the setting of such targets will be deferred until HACHO and USAID/Haiti have available to them the baseline surveys and other data that will be collected as a result of the forthcoming Phase II evaluation of HACHO's activities (Where targets still need to be set, a blank ____ has been left in indicators listed below.) Once the report is received, the HACHO Project Officer and HACHO's to-be-appointed evaluation officer will develop, in collaboration with the USAID/Haiti responsible officer, quantitative targets for as many of the indicators as possible. The surveys will then be updated annually to permit the measurement of progress in reaching the established project targets. (Some tentative targets are included in the material below, but these targets may need to be revised on the basis of the Phase II evaluation.)

- Annual mortality rate declines from __/1000 to __/1000
- Per capita caloric intake increases by ___
- Per capita intake of protein increases by ___
- Annual value of agricultural output increases by 5%
- Volume of commercial traffic on roads increases by 50% over project life
- Assets of C.C.'s and cooperatives increase by 50% over project life
- Literacy level increases from 15% to 18%
- Decline in crude birth rate from __/1000 to __/1000 end of CY 1982
- Increase in per capita income (or suitable proxy indicator) by 20% by end FY 1979

Assumptions Necessary to Achievement of Goal:

No major droughts or other adverse acts of nature in target area during the life of the project.

The people of the north-west will be receptive to and supportive of the new patterns of life in the areas of nutrition, health, non-formal education, farming practices, etc., set forth in the C.C.'s self-help programs.

Market prices, both international and domestic, for agricultural commodities grown in the north-west will not move in such a manner as to discourage the small farmers from increasing their outputs beyond the subsistance level.

Successful completion of self-help community development projects will motivate individuals affected to perceive their environment in less fatalistic, more positive perspectives.

Project Purpose:

To develop community councils that are aware of, and are effectively practicing, the concepts and techniques of self-help community development.

Measures of Purpose Level Achievement and Means of Verification:

100 C.C.'s requesting at least 60 projects annually

C.C.'s contributing an average of 60% of total project costs in labor and materials by 1980.

50% of C.C.'s request instruction/clarification/advice in self-help community development concepts and techniques from HACHO per year.

Revenues of C.C.'s from dues, labor contributions, contributions in kind, etc. increase by 50%

25% decline in reliance on food for work as a stimulus to motivate C.C.'s in the execution of their projects.

Prior community council infrastructure projects are repaired and/or maintained in working order.

20% of the C.C.'s form multi-purpose cooperatives which are capable of financing 10% of their members' productive activities (i.e., production, credit & marketing).

Means of Verification:

Records/accounts of the C.C.'s.

HACHO quarterly reports, annual evaluations, and surveys.

GOH annual reports of responsible ministries.

Assumptions Important to Achievement of Project Purpose:

The self-help community development concept will not conflict with the basic socio-economic values of the target audience

HACHO and the GOH will be able to respond positively to a substantial percent of the C.C.s' requests for project assistance.

Successful completion of projects undertaken by the C.C.'s will reinforce the self-help community development approach by motivating members to formulate and undertake additional projects.

GOH will make contributions in kind and in cash on a timely basis.

Project Outputs

Self-help community development projects proposed by local C.C.s and approved by HACHO

Provision of basic public services

Evaluation unit installed in Port-au-Prince Office

Output Indicators:

I. Self-help community development projects

A. Roads - farm to market (kilometers/yr)

B. Agriculture

1) Irrigation (in hectares)
2) Crop diversification (types of commodities)
3) Aquaculture (no. of, types of fish, metric tons produced)
4) Reforestation (hectares, no. of projects)
5) Multi-purpose cooperatives established (i.e., production, marketing & credit) (no. & membership)

C. Health and Nutrition

1) Potable water projects (no. of)
2) Clinics constructed/improved (no. of)

D. Education

1) School rooms constructed/improved (no. of)
2) Textbooks distributed (no. of)

II. Basic Public Services

A. Roads - kilometers constructed/repaired

1) Extension service - (x no. of agronomes working y mm with z C.C.'s)

2) Veterinary service (X no. of inoculations, etc.)

3) Demonstration farms (no. of)

B. Health and Nutrition

1) Operation and maintenance of X clinics, Y of which are mobile

2) Inoculations and immunizations (no. of and type)

3) Operation, maintenance, and expansion of network of nutrition centers

4) Extension service (X no. of trained para-professionals working Y mm with Z no. of recipients in preventive health care, improved sanitation, etc.)

5) X number of families receive instruction in improved nutritional habits.

6) Family Planning (no. of families receiving information, no. of acceptors).

III. Establishment of Evaluation Unit in Port-au-Prince Office

A. HACHO evaluation officer selected, trained, and appointed to office by April, 1976.

B. Annual sample surveys conducted that will:

1) Establish baseline data for new C.C. self-help projects undertaken by HACHO

2) Permit evaluation of progress/impact of ongoing projects.

Assumptions

HACHO's managerial and technical ability continues to improve in effectiveness

The rate of inflation will not be severe enough to erode targeted objectives.

There will be qualified people available who will be willing to be trained.

HACHO training will be appropriate and effective.

Part III. Project Analyses

A. Technical Analysis Including Environmental Assessment

HACHO staff and community council representatives have recently discussed a number of project proposals. The broad outline of future activities has been specified. However, there remains a need for a more detailed examination of individual projects. It is anticipated that the additional information required for greater project specificity will be gathered during the first week of December when representatives of HACHO, other

GOH ministries, and AID will conduct a six-day visit to the north-western region of the country for this purpose.

The major emphasis of HACHO will continue to be the utilization of labor intensive inputs to accomplish its project objectives. While this may not be the most financially efficient method, any losses in efficiency, we believe, are more than compensated for by the utilization of unemployed or underemployed labor. Additionally, because of the requirement that community councils contribute material and cash as well as all of the unskilled labor, the HACHO administration believes that a greater sense of responsibility will be developed on the part of community council members. This responsibility should result in increased willingness to maintain projects once they are developed.

The GOH has indicated its willingness to increase financial support of HACHO provided that future projects concentrate on the area of increased agricultural productivity. HACHO fully intends to direct its activity into that area. Agricultural projects will require increased receptivity on the part of community council members to experiment with new farming techniques. The additional expertise required for these projects will be provided in part by a doubling of Ag extension agents and the use of Virginia Polytechnical Institute as an institution providing intensive short-term training for selected farmers. It is anticipated that during the next four years HACHO, in cooperation with the GOH and foreign donors such as AID, Germany, France, etc. will be able to encourage the establishment of additional agricultural projects and increase agricultural productivity.

There will be few, if any, negative environmental impacts. There will be, however, a number of positive environmental benefits, e.g. reduction in erosion and improved drinking water supplies. (HACHO's work in this area will be supplemented by a separately-funded OPG potable water project (076) being administered by CARE.) Thus, the project will have a very positive net impact on the environment.

B. Financial Analysis and Plan

The projected HACHO budget for the next four years contains a gradually decreasing AID contribution. Over this same period it is anticipated that the GOH will increase its contribution. CONADEP foresees an increasing role for HACHO as a coordinator and facilitator of development in the north-west. As envisaged, this would require less funds for implementation and technical assistance. The greater administrative role would probably, therefore, not require as high a budget as in the past. The total projected HACHO budget is given below.

HACHO CASH BUDGET a/

(in thousand of dollars)

	76	IQ	77	78	79	80 b/
U.S.	525	111	550	400	250	0
GOH	75	25	150	250	350	450
TOTAL:	600	136	700	650	600	450

a/ Cash budget excludes approximately $120,000 per year in GOH contribution (in kind and salary payments by ministries to employees seconded to HACHO.

b/ Year following completion of AID project. GOH will have full financial responsibility for HACHO.

BUDGET SCHEDULE

	76	IQ	77	78	79	80	
CONTRACT ADVISORS	48	15	52	59	38		
MEDICAL SUPPLIES	50	10	70	63	50	50	
VEHICLES & OTHER COMMODITIES	47	5	50	40	30	30	
OPERATIONS	400	106	458	428	422	350	
EVALUATION &AG. ADVISORS	55		70	60	60	20	
TOTAL US/GOH CASH BUDGET	600	136	700	650	600	450	
IN KIND BUDGET a/	90	30	120	120	120	120	
GRAND TOTAL CASH AND IN KIND	690	166	820	770	720	570	

a/ $40,000 in basic salaries to government employees seconded to HACHO and $80,000 for office space, garage, and construction equipment. (including road equipment)

Social and Economic Analyses

The minimal base-line data required for special analysis of this project will not be available until completion of the phase II evaluation. This effort is presently scheduled for completion by June 30, 1976. However, based upon various observations, the further development of community councils appears to be appropriate for the north-west. As presently conceived, community councils appear to offer acceptable and efficient structures through which the people in the area are able to enunciate their needs and determine priorities for their own economic development. The structures of community councils tend to vary somewhat depending upon the basic experiences in a particular locality. Mr. Limontas, a HACHO community development specialist, has written a brief description of community councils and how they are organized. His statement is included as ANNEX B.

Despite the paucity of data on the results of HACHO's activities, it is clear that the project has benefitted women in the HACHO area and has helped to integrate them into the social and economic development process. Women have benefitted from the health services, including the nutrition work, and from the various domestic science training courses. (Some women are better able to support themselves and their families from the production of handicraft items which they learned to make through training provided by HACHO). In addition, women are intimately involved in the deliberations and work of the Community Councils, Fianlly, women are involved as employees of HACHO, e.g. the head of the Terre Neuve office is a woman and 70 of HACHO's current staff of 171 are women.

Part IV. Implementation Planning

A. Administrative Arrangements

HACHO will continue to be the main implementation agent for the various projects in the areas of health, agriculture, and community development. The principal organizations working with HACHO include the ministries of Health, Agriculture, Public Works and CONADEP, the Haitian Government planning agency. HACHO's staff is composed of Haitian personnel and two Americans. Several of the Haitian personnel have been seconded from the GOH for assignment to HACHO. To date this arrangement has worked satisfactorily.

HACHO's management capability has evolved over the past ten years to the point where it is very effective in implementing its chosen projects. It could be said that for all practical purposes HACHO is the single 'Government Agency' providing basic services in the north-western region. As the opportunities present themselves, HACHO

is continuously working to increase the collaborative effort of the other GOH agencies willing to work in the north-west. This is a long and difficult process which may need to continue beyond the end of AID support for the project.

Concerning the capabilities of the GOH, CONADEP is increasing its active participation in the planning of the HACHO program. It is anticipated that this effort will continue and that HACHO's request for administrative support from other government agencies will receive improved response.

The primary contributing factor leading to less than optimum efficiency on the part of some GOH agencies can be traced in part to the factor of very low salaries. This apparently results in the need for some Government administrators to work at more than one job to adequately support their families. If the estimate that 90% of the Government operating budget is used for the payment of salaries, there is little likelihood that this situation will be improved in the near future for regular government ministries.

The third organizational structure which is important to the success of HACHO in the north-west is the community council. It is estimated that the 100 community councils will be functioning efficiently at the end of FY 1979. Since the success of HACHO's efforts to a large extent depends on the effective functioning of these community councils, it is important that their strength and weaknesses be clearly understood. Given the relative success of HACHO in motivating at least 30% of the existing community councils to the level at which they are capable of planning, contributing to, and implementing small projects, the next stage, according to HACHO's Director, will involve a concentration on the development of sub-committees of community councils which will serve as working committees to follow up on the decisions of the community councils on new projects to be undertaken. AID administration of the HACHO project will consist of one Project Manager who will spend approximately one-third to one-half of his time working closely with the HACHO administration. Since there is a two-man CARE advisory team assisting HACHO, this amount would appear to be sufficient.

As regards contractors, AID has contracted with CARE to provide an Administrative advisor and an Assistant Field Director. These two Americans are providing important logistic support to HACHO. It is anticipated, however, that the need for these two people will be considerably diminished by the end of FY 1979 and their employment will therefore be discontinued by the end of the project period. As regards other contractors, AID and HACHO have had an unfortunate experience with a group of evaluators that did the Phase I evaluation. In the selection of Phase II evaluators much greater care will be exercised in the selection and supervision of the contracting group. HACHO also intends to contract with the Virginia Polytechnical Institute. This University will bring to the north-west considerable expertise in the

technical areas of soil analysis, improved agricultural methods and training as well as a familiarity with the Haitian environment.

B. Implementation Plan

The HACHO staff has developed a demonstrated capability to effectively administer its activities in the north-west. Its staff possesses several years of experiences in responsible positions in the GOH. For instance the Director is on assignment to HACHO from his previous position as Director of Rural Health. He is also a Medical Doctor. He is highly qualified to administer the HACHO program. The Associate Director responsible for the regional office in Gonaives has an extensive background in agricultural development. His approach to problems is comprehensive and pragmatic.

HACHO has several specialists in health, agriculture, and community development. They are stationed in the field and must endure the harsh living conditions which exist in that area. Their dedication is unquestioned. Each receives a probationary period before being permanently hired. The quality of field personnel has improved considerably over the past year. This is primarily because of the elimination of less qualified personnel and salary incentives.

Except for the Administrative advisor in Port-au-Prince and the Deputy to the Associate Director in Gonaives - all the HACHO staff is Haitian. HACHO's increasing capability to effectively implement rural development projects is an example to other GOH agencies. One of the benefits of this project could well be the use of HACHO as a model for the improved efficiency of GOH agencies.

On the GOH side the National Planning Agency (CONADEP) is now taking a more aggressive role in helping HACHO to plan its activities. An ad hoc working committee was formed in October, 1975. It is composed of representatives from the ministries of agriculture, health, and planning, HACHO and AID. This Committee is assuming the role that the Advisory Board has not filled. It takes its first working visit to each of the major project areas of the north-west during the first week in December.

The purpose of the trip will be three-fold:

1) to bring the respective ministry representatives up to date on the current situation in the north-west;

2) to meet with local leaders and specialists, to elaborate the proposed projects, and possibly reevaluate their priorities in the light of GOH plans;

3) to signal to the target population in the north-west that after the recent visit of President Jean-Claude Duvalier, the respective ministries are following through to specify individual projects which the GOH believes are priority and is willing to support.

C. Evaluation Plan

A Phase I evaluation of HACHO has just been completed. A local group composed of three Haitians and one American was selected for the job completed in September, 1975. The purpose of the evaluation was to explore the past and present activities and the current organizational characteristics of HACHO in order to ascertain the institution's effectiveness and provide future policy guidelines for its operations.

The results of the Phase I evaluation were generally disappointing. While some new data were made available, the report tended to be too esoteric. It discussed nuances of change in the project objective as if all projects should be set in concrete and never change.

The report is filled with contradictions which lead one to believe that the work was not carefully reviewed before being put in final form. Furthermore, the understanding of the basic HACHO objectives is doubtful. The development of farm-to-market roads is viewed as being mainly for the convenience of HACHO rather than as contributing to the betterment of the community.

Where does that leave the Part II evaluation?

While there are some areas of Part I that could be used as a point of departure for Part II, in the main Part II will have to start anew to develop necessary baseline data. It may be that a rural-oriented group such as the Development Alternative Institute(DAI) would be most suitable for performing the Phase II evaluation. Such a group would bring to the project proven ability and demonstrated interest and experience in evaluating community development type activities in several developing countries.

One of the major constraints of the HACHO project in the past has been the absence of adequate baseline data. HACHO proposes to rectify this short-coming by hiring a full-time Haitian evaluator. This person would be charged with responsibility for developing simple forms to be completed by each of the divisions. The evaluation officer will work closely with the AID project manager, the evaluation team, and the GOH. Short-term technical assistance will be made available as required from AID/W. Additionally, the Part II evaluation team will closely coordinate its work with the HACHO evaluation person.

Early this fall a new CONADEP representative was selected for the HACHO Coordination Committee. Initial impressions indicate that he envisages a more active role for CONADEP than had been evident in the past.

As an example of CONADEP thinking, the representative recommended that a Working Committee be established to meet on a regular basis. Both HACHO and AID agree that this is an idea whose time has come. We are presently implementing this idea, sketching out responsibilities as committee members agree to them.

D. Conditions, Covenants, and Negotiating Status

It is recommended that the intention of HACHO to hire an evaluation officer be included as a condition in the next Project Agreement.

As for the negotiating status, the present PP has been prepared in close cooperation with HACHO and with CONADEP.

PRM: JW
Editing: JTC

12/4/75

ANNEX A

Project Performance Tracking Network Chart

1. HACHO/GOH/AID Working Committee established 12/15/75

2. AID/W approves PROP 12/19/75

3. AID/W extends HACHO/CARE funding through February 1976 12/31/75

4. PIO/T ProAg CARE contract extended & signed 1/9/75

5. CARE Potable Water project implementation begins 1/31/76

6. New PIO/T/ProAg and CARE contract signed 1/31/76

7. Evaluation team Phase II selected 2/15/76

8. HACHO hires evaluation officer 3/1/76

9. Evaluation team arrives and starts work 3/15/76

10. VPI contract signed 6/15/76

11. Evaluation completed 6/30/76

12. Feasibility Jean Rabel irrigation extension demonstrated and work begins 7/1/76
HACHO reports on budget expenditures to date 7/15/76

13. Min Health agrees to begin integration selected HACHO curative health care subprojects into its supervision 8/15/76

14. HACHO/GOH/AID begin discussion next budget year 8/15/76

15. HACHO/GOH/AID approve budget 9/15/75

ANNEX B

Anse-Rouge, November 15, 1975

Some Reflexions on Community Action Councils

Generalizations

A Community Action Council constitutes the basic cell for community development. All actions to be undertaken will have to spring from the real and felt needs of the population under the careful guidance of the Managing Committee for each Community Action Council. In this respect, the points of fact will be discussed, seriated and recommended with the assistance of technicians so as to permit to get the required assistance.

A Community Action Council (CAC) will be established where there exist some possibilities of development. Any development will derive from the decisions adopted by the Community Action Council members with a two-third (2/3) majority. When the need for it is felt by each Community Action Council, some specific sub-committees will be constituted and assigned clearly defined tasks. The Community Action Committee will closely collaborate with any ministerial department or institution interested in its development.

The Community Action Council

When it is a question of organizing a community, one thinks at once about the constitution of a group of people, about a regional institution called Community Action Council or Community Council, if none is already in existence. This grouping of people is usually brought about where there are some possibilities of development but such a development is slow for lack of organization.

Establishment of a Community Action Council

The discerning technician who is called either a Polyvalent Animator or a Community Development Specialist, depending on the case, and who is responsible for organizing the Community in view of its sub-economic development, comes along and makes the necessary investigations so as to ascertain the actual worth of the community.

The technician goes around to homes, drawing the people to meetings so as to detect the true leaders, those who are possessed with a real desire for a change-over to the benefit of the community.

Once the potential or actual leaders are found, the population is incited to a general meeting in view of the constitution of its Community Action Council. At such a meeting, some questions are raised about Community Development but, for the latter's attainment, an organization is indispensable; I mean, that of a Community Action Council.

Constitution and Usefulness of a Managing Committee

As in the case of any democratic institution, a Managing Committee is essential for the protection of a given community's interests. Following the casting of a secret vote at some free election, a Managing Committee is constituted, which is composed of :
One Chairman, One Vice-Chairman, One Secretary, One Treasurer and Three Advisers.

The Managing Committee is elected for such a term as is provided in the Community Action Council's Articles of Association, such a term not to exceed three years, howev.

Duties of the Managing Committee Members

Some of the duties of the Managing Committee are to :

a) Call the meetings
b) Supervise the sessions
c) Discuss with other members the different problems of the community
d) Decide on priorities in accord with the other members
e) Make the necessary recommendations for solving the problems
f) Encourage the members to collaborate with any organization interested in the development of their community
g) Keep on educating the Community Action Council members

Participation of the People

In short, the people's participation consists in obtaining their maximum capacities for a solution to their problems; I mean, their material, intellectual and physical resources.

In effect, human energy is the most important asset to take into consideration in what concerns the development of a community. If such an energy should be properly canalized, the most difficult or supposedly insoluble problems will be solved.

Changes in Policy

We know there are three types of changes in Policy Orientation:

The spontaneous change-over
The violent change-over, and
The suggested change-over

We preconize the suggested change-over which requires a continuous education of the Community Action members and an active and voluntary participation of the sector interested in assisting a community whose members are adequately motivated.

Motivation

Motivation is in fact the underlying force that permits any change-over in a communit and it must be constant so as to bring about a sensitizing of the people, thus facilitating the task of finding a solution to the problems. In fact, there are no problem but only Men, these frail elements whom we term as "flexible material".

Audio-visual Aid

In the field of Community Education, Audio-visual Aid is highly useful since it permi to visit other communities without any actual trips to them. It also permits to incre the people's knowledge through sound or pictures.

A good audio-visual equipment would be very necessary as an aid to community motivat

Federation of Community Action Councils

Community Action Councils are rallied into a federation. Such a grouping makes possible a broader approach to community problems. Each Community Action Council sends a delegation and the reunion of the different delegations constitutes the Managing Committee of the Federation under the supervision of a Board of Directors.

ANDRE LIMONTAS
Community Development Specialist
HACHO- ONAAC