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WORLD VISION RELIEF ORGANIZATION
SECOND ANNUAL REPORT
OF THE
USAID MATCHING GRANT
PDC-0202-6-55-4139-00
FOR THE SUPPORT OF
DEVELOPMENT ASSISTING CENTERS
NOVEMBER 21, 1986

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A G E N D A
for
World Vision Relief Organization (WVRO)
Second Year Matching Grant Review
15 January 1986

- A. Brief description of WVRO's Matching Grant program and target countries.
- B. Introduction of Doug Glaeser, Manager of Program Development, WVRO, and Paul Thompson, Vice President for International Relations and Development, Management Development Association.
- C. Brief description of WVRO's Development Assisting Center (DAC) program; its concept, program impact and beneficiaries.

D. Issues:

1. Program Approach:

- (a) What are the essential vs. the optional components of the program?
- (b) What is the key role of the village CDW?
- (c) Are "change agents" the crux of the program in Africa? If so, are they given enough support and status to adequately carry out their jobs; i.e., given proper training, bicycles, etc.?
- (d) Since WV work through indigenous partner agencies in all target countries, (1) are all of these of a religious nature? and (2) does WV provide enough information and even training to partner agency staff to minimize friction between goals and purpose of the program?
- (e) How does the African program differ from the Asian program?

2. Review of Country Project Results:

- (a) Discuss chief problems and constraints and how these are being dealt with.
- (b) How does WV follow-up of project success/impact; e.g., continued use of sanitary toilets (Capiz program) and large number of target people (22%) attending adult literacy classes (Malawi)?

3. Management Issues:

- (a) What is the difference between centralized and decentralized training?

(b) The Indonesia WV HQ shows a rather heavy top/bottom bureaucratic infrastructure which causes certain management problems; e.g., not enough attention and support given to lower echelons of the staff dealing directly with DACs. (1) Can this problem be more positively addressed; and (2) does it exist in other target countries?

(c) Are country field directors being encouraged to become more active in contacting USAID Missions and keeping them informed?

(d) Please explain WVRO's efforts in further refining the DAC program (as in Sulawesi.)

4. Financial Report:

(a) General discussion about expenditures and/or pipelines.

5. Lessons Learned:

(a) What has WVRO learned from the recent Indonesia and Philippine evaluation? What was the reaction among WVRO HQ and field staff? Have any of the recommendations been addressed or implemented so far?

(b) How will the lessons learned from the DAC program be implemented in the new Matching Grant program?

(c) Do any of the evaluation recommendations apply to the Africa portion of the program, and if so, how will they be implemented?

6. Recommendations.

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1.0 BACKGROUND

1.1 Pre-Existing Conditions

World Vision Relief Organization has been engaged in grass roots training and village-level community development for the past five years, including the previous USAID matching grant for the Community Leadership Training (COLT) program. The COLT program has been expanded upon with the Development Assisting Center (DAC) concept. The DAC approach has accelerated WVRO's ability to improve its development assistance program in a number of communities in several Third World countries.

In the latter part of the 1970s, World Vision began to realize that its traditional work of child sponsorship and occasional relief activity was insufficient to have the kind of long-term impact which the organization desired. The unfortunate reality of life in many of the areas where World Vision was active was that health and sanitation conditions were poor; agricultural production was weak, costly and susceptible to wildly fluctuating weather and market conditions; transportation was difficult; the economy unstable at best; education was limited; literacy levels were low; and the capacity of local people to control their lives was nonexistent. World Vision sought to enter these areas in a meaningful way, not just to bring immediate resolution to the consequences of poverty or a disaster, but to attempt a longer term solution to some of the causes of the problems facing these people.

1.2 Problem

The essence of the problem confronted in the DAC program was three-fold. First, there was the serious need of beneficiary communities which has just been described. Second, there was the lack of human and material resources available both in the beneficiary communities and in the World Vision field office structure. Third, World Vision had a limited understanding of how to approach these problems in a manner that addressed the full range of the human need represented--physical as well as emotional and spiritual.

The COLT program represented a beginning in World Vision's effort to address this three-fold problem. The success of the COLT program, coupled with the recognition of the need for a longer term involvement and a refining of the concept and approach of the COLT program, led to the proposal for the DAC program.

1.3 Needs

- 1.3.1** Some of the needs of beneficiary communities are agricultural production and other methods of food production, including fisheries and animal husbandry; nutrition; health, water and sanitation; education; leadership training; infra-structural needs including transportation. The key to exposing these needs under the DAC program has been the identification of needs by the local communities themselves. It was the strategy of the DAC program not to come to a community with preconceived notions of its needs, but rather to allow the

beneficiaries to participate in self-identification of perceived needs which would then lead to self-solution of those problems.

- 1.3.2 As a result of the COLT program, World Vision recognized that several organizational needs required attention as well. Primary among these needs were technical assistance in the specifics of community development and an improvement in the strategy for approaching and working with communities identified as being among the poorest of the poor. Beyond that, World Vision recognized that its resources alone were not adequate to meet the needs which were presented.

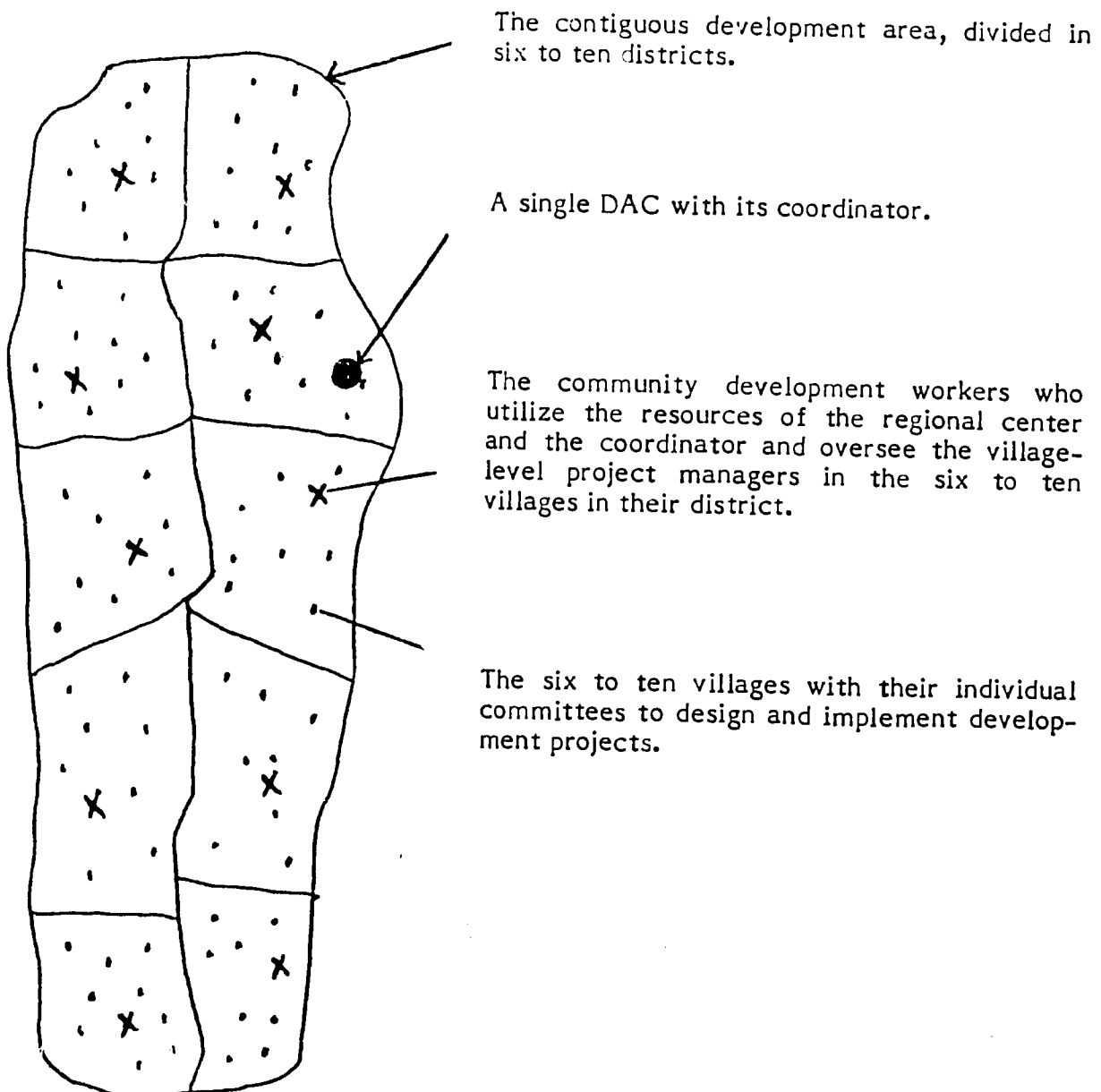
1.4 Resources

- 1.4.1 The DAC program has been developed to utilize local resources; specifically, the skills, the labor force in the community, and materials which are found in each community. WVRO also seeks to work with pre-existing local partner agencies or those established in the process of program implementation. These agencies are invaluable sources of background information and understanding of community conditions and people.
- 1.4.2 As has been previously noted, World Vision recognized that its organizational resources were inadequate to respond appropriately to the vast level of needs confronted in order to increase World Vision's ability to meet this need as well as to give an opportunity to a relatively new concept to come to fruition. It was necessary to acquire funding outside of the normal private donor channels which World Vision uses in its childcare and relief programs. USAID has been most generous in responding to this need and in supporting the DAC program. What was an experimental concept in 1984 appears at this stage of the matching grant to have proven itself as a useful and effective means of doing small-scale community development in Indonesia, the Philippines, Malawi, Zambia and the South Pacific (Fiji and Papua New Guinea).

2.0 APPROACH

Through WVRO's involvement in development programs over several years, it became clear that additional strategies were needed to improve the results of the holistic efforts found in the COLT program. The DAC program was therefore designed to improve the quality and effectiveness of village-level development programs, using indigenous community leadership to initiate small-scale development projects which best meet the needs identified by those communities. By establishing and nurturing the organization of active cooperative training programs, the DAC program installs a self-replicating and institutionalized framework that will remain in the community after the conclusion of the matching grant.

The following diagram describes the DAC organizational structure:



2.1 Strategy

- 2.1.1** The Development Assisting Center (DAC) approach to development takes into account the physical, as well as spiritual, needs of individuals in the development area. It begins with the identification, by a community, of its most significant needs.

The DAC strategy and structure initially targets a geographic region called a "development area." A development area is a geographically contiguous area that may cover as many as 100 villages; it is selected on the basis of its level of poverty, political accessibility and development potential. The coordinator manages the center, recruits and supervises the staff, and is responsible for the training of the Community Development Workers (CDWs).

Within each development area, a World Vision office is established to serve as a training center and meeting place for CDWs and community leadership. The office is the "Development Assisting Center." The DAC bridges a crucial gap between World Vision's field office and the local workers and individual project committees.

The most important member of the DAC staff in terms of facilitating effective project activity is the CDW. The CDW is the World Vision staff member who works directly with the particular partner agency and each local project committee as a facilitator of the development process. This person lives in or near the six to ten villages for which he or she has been given responsibility. The community development worker has one overriding objective: to help the village in developing the skills necessary to manage its own development.

The CDW must be able to:

- effectively communicate knowledge, skills and attitudes
- encourage and enhance community leadership
- stimulate and motivate the village people to adopt improved practices
- build confidence
- arrange relevant contacts between village people and other beneficial resources, such as people in other villages, appropriate government officials and people in local businesses or service organizations.

- 2.1.2** World Vision's strategy with the DAC program is to establish appropriate development projects within the development area, which incorporate vocational, health and other developmental training components to meet the real needs of the specific community or region. Basic to WVRO's strategy has been an emphasis upon institution-building in the context of these communities. While a community must be involved in determining the overall direction and specific goals of its own development program (usually through a village project committee), WVRO's experience has found that, in the DAC approach, the individual family is the element of the community most receptive to adaptive change. Thus, it has been through individual families that specific economic and social programs of change are introduced and executed.

2.2 Inputs

2.2.1 The DAC approach emphasizes inputs specifically designed to meet the unique needs of each DAC region:

- The utilization of local resources (skills, available labor and prime materials).
- The utilization of resources of pre-existing local partner agencies or of those entities established in the process of program implementation.
- The training of project managers and CDWs through the establishment of regional Development Assisting Centers.
- The training of villagers by CDWs.
- The utilization of resources provided by the USAID matching grant and World Vision's privately generated resources.
- The utilization of technical assistance provided by local and outside consultants as well as World Vision staff.

2.3 Target Groups

Many of the areas where the DAC program has been established are areas where World Vision had previously operated child sponsorship or relief programs. In a number of cases, the communities themselves have approached World Vision on the basis of the reputation established by the organization in its development work in other regions. World Vision generally adheres to its commitment of working to help "the poorest of the poor," and it is on the basis of this criterion that decisions are made concerning target populations for development. Such things as the level of poverty, the degree to which local governmental cooperation can be ensured and the potential for actual improvement are taken into account.

While the emphasis initially is upon selection of areas which meet these criteria, the ultimate focus of World Vision's efforts in the DAC program is individuals--helping them to identify their perceived needs, motivating them to do something about their needs, training them and providing them with resources to meet those needs.

2.4 Objectives

2.4.1 The overall goal of WVRO's current matching grant program is to continue to upgrade and accelerate rural development in lesser developed countries by involving trained community development specialists in planning and evaluating efforts to meet the needs identified by local communities. Progress in achieving such capabilities is measured in terms of improved nutritional and health status, increased community participation in identifying and meeting its own needs and an improved standard of living.

2.4.2 The program's specific purpose is to design and initiate development projects which can be both self-sustaining and self-replicating in other communities and to provide the means through which these projects can be accomplished,

owned and managed by the local community. In addition, World Vision is committed to accomplishing these goals through a staff of nationals--not expatriates. Wherever possible, World Vision is committed to developing a local staff to carry out the work of facilitating development projects and utilizing local expertise for training and technical assistance. The program ultimately endeavors to create a staff which can carry forward with the work of development on its own.

3.0 REVIEW AND ANALYSIS OF PROJECT RESULTS

3.1 Achievements

3.1.1 Indonesia

Indonesia was chosen as one of the countries to implement the DAC approach, because it had been involved in the COLT program. World Vision Indonesia saw the DAC approach as an improvement over the COLT program. There are currently four DAC programs: Nias Island off the northern end of Sumatra, Mardinding in northern Sumatra, Sulawesi, and Irian Jaya. All are funded under the AID grant, but due to the recent start-up of Sulawesi and Irian Jaya and the start-up difficulties in Mardinding, this review of Indonesia will focus on Nias.

Community development workers, chosen in cooperation with the partner agency, are sent to World Vision's National Development Training Center in Jakarta to undergo a five-month training program. Each candidate must be at least 20 years of age, be a high school graduate, have good communication skills and have two years of organizational and social involvement work. Once the candidate successfully completes the training, the partner agency places the worker in the field. Each Change Agent (CA) is responsible for four or more villages. At the National Development Training Center, the candidates are trained in Indonesian state philosophy, philosophy and principles of community development, leadership and motivation, appropriate technology, health care, cooperative cottage industries, agriculture, and village organization. The center is not limited to training CAs, but is also used to train World Vision staff, staff from other agencies and people who are interested in development.

World Vision Indonesia is a non-indigenous Private Voluntary Organization and is required by law to work through an indigenous agency. The indigenous partner agency in Nias is the Amin Church which originally approached World Vision for assistance in community development in that region.

Currently, there are 12 desas (villages) and 8 change agents participating in the DAC program on Nias. Progress has been slower than anticipated because relationship building is important in the Indonesian culture. In addition, the first three CAs were from another region and did not speak the Nias dialect. Based on this experience, the partner agency had decided to select CAs from the local villages.

In the 12 desas on Nias, projects have been introduced by CAs and by the Ministry of Health. In most desas, there are programs for nutrition for under-5s; family planning; immunization for both children and chickens; vegetable gardening; water catchments; environmental sanitation programs; and road-building projects. In some, there are literacy programs and crafts for women, fish ponds, rice planting and cultivation, and Indonesian language classes.

Desas most isolated from the main roads have a stronger community development concept. The entire village participates in the various community development projects. Desas that have easy access to roads tend not to be strong in participatory community development. Projects tend to be centralized around individual homes.

Despite the slow progress of development on Nias, the commitment of the CAs is admirable. Those who have small homes built by the partner agency have used their home and plot of land as a model for a clean and hygienic home and a demonstration plot for vegetable gardening. They have found that through modeling, the villagers begin to desire what the workers have.

3.1.2 Philippines

The two DAC programs in the Philippines are currently in their third year. One is in the Province of Capiz on the island of Panay and the other is in Surigao on the northern end of Mindanao. Only the DAC Capiz program is funded by USAID, due to a misunderstanding by World Vision Philippines concerning what was thought to be an AID requirement concerning the ratio of development workers to villages. This error has been resolved and Surigao will be part of the final year of AID funding.

The DAC Capiz program covers 26 projects in three development areas. Of the 26 projects, three are the original pilot projects that began in 1984. The remaining 23 projects, which are from three to seven months old, are in different phases of the development process due to staggered entry of the Community Development Workers (CDW) and the different paces of the people doing development. The following lists the development areas and projects by type.

Development Area:	Jamindan	Dao-Cuartero	Sigma
Pilot Projects:	*Lucero	*Bun-od *Ilas Sur	
Seed Projects:	*Baye Baye *Caridad/ Pangabat *Esperanza-fe *Aglibacao- Guintas *Linambasan- Molet *Agcagay- Pangabuon *Jaena Norte *Pasol-o *Agambulong *Igong *Maantol	*Agtambi *Centro *Ilas Norte *Mainday- Agcagay *Mainit- Agnaga *Nagba *Quinabcaban *Agacagugao	*Acbo-Omega *Capuyhan *Mansacul *Tawog

The success of the DAC program in the Philippines is a direct result of the DAC development process, which was modified from the original DAC concept for the matching grant, and of the commitment of the CDWs. The program is a truly participative community development process. Communities have been able systematically to identify, plan, implement and evaluate each community project.

One of the major accomplishments of the Philippines DAC has been the development of a strict and intensive process of selection and training for the

CDWs. Candidates are college graduates who have experience in social work or community development. After an initial recruitment screening, the candidates enter Pre-Selection Training (PST). This is both a final screening stage and a 10-day simulation of a DAC assignment. Candidates are placed together in a rough, rural barrio during the hottest time of the year, giving both candidates and trainers a time to assess the qualifications of the candidates under the most demanding conditions. Those who pass PST undergo additional training to equip them with the necessary skills and knowledge for their position. Monthly consultations at the DAC center occur between CDWs and the DAC coordinator.

The project work in each barangay (village) is at a different stage. The projects at the seed level (projects just being started) range from improvement of water facilities and construction of potable water systems and toilet facilities to backyard gardening and rodent control.

In the pilot (more mature) areas, anywhere from five to seven projects have been completed. Projects are designed to assist the majority of each barangay. From 50 to 170 families have benefited from these community projects, with the success of these activities due to the receptivity and active involvement of the members of the community. Villagers feel that they can continue their development work when the CDW leaves. They feel that they now have a better understanding of community development and know where to seek assistance. Many would like more technical training.

Some specific accomplishments within the Capiz program include the following:

- * Over 90 percent of the municipal and provincial government agencies and local nongovernmental agencies have been contacted and have been involved in needs assessment surveys and cooperative analysis of available resources and strategies to meet needs.
- * Over 270 families have access to sanitary toilets and/or potable water systems.
- * Backyard gardening projects have been started by 110 families to improve food production and nutritional health.
- * Rat and pest control efforts have been started by 40 families.
- * Involvement of 200 families has taken place in the construction of a multi-purpose community center to facilitate community development and other activities.
- * A participation level of at least 30 percent of the families in each project area has been achieved, and communities are becoming more involved in the DAC process.

Within the three COLT centers operating in the Philippines, over 800 people were trained during the second year of this matching grant in one or more of the following areas: agricultural production and methods (rice and corn production, cash crop production), livestock raising, automobile repair, construction, training for adult literacy and nutrition, dressmaking and tailoring, and leadership training.

3.1.3 Malawi

Two DACs have been started in Malawi since the beginning of 1985. The first started at Kabudula early in the year and the second was started at Chapananga at the end the year. The two centers currently operate a total of eight projects between them, six at Kabudula and two at Chapananga.

At Kabudula, activities and results have been very encouraging. A total of 3,800 individuals in 122 villages have been contacted through the Kabudula center, and a significant percentage of the villagers have adopted improved agricultural (38 percent) and health and nutritional (57 percent) practices during the second year of the DAC program. In addition, approximately 22 percent of the population have been attending adult literacy classes in these villages. During the course of the second year of the grant, several schools have been constructed by using masonry techniques taught through the DAC Center. A poultry-raising demonstration project has been started and has been generating income to carry the project forward and to give an example for the villagers to model for their own poultry-raising activities. A revolving loan arrangement has been established for agricultural inputs, providing fertilizer and seed to 71 farmers. During the course of this year, activities in the water development and management area have been less than anticipated, although work has begun in order to provide bore holes and shallow well pumps, as well as bridges in areas that are flooded during the rainy season. Several of those bridges were completed during the months of June and July 1986, which are the early months of the third year of this grant.

One of the major accomplishments of the Kabudula DAC has been the generation of enthusiasm and excitement in the community. Villages are already beginning to see the early results of their own effort and are able to recognize and appreciate the opportunity which is being provided to them through the DAC program. A visitor to the villages involved in several of the projects under the auspices of Kabudula is struck by the extensive amount of work that villagers are doing--brick making, school construction, community water supply, improvement of agricultural production.

One village which has just been brought under the Kabudula DAC had constructed a five-room mud schoolhouse, using techniques which were ineffective for the weather and terrain of the village. Because of heavy rains, the walls had fallen on three separate occasions, with the village rebuilding on each occasion. However, with the techniques learned through the training provided by the village development worker, the village is now constructing a permanent eight-room schoolhouse. Plans are already underway to build housing for teachers. Availability of an eight-room school and eight houses constitutes the government's definition of a full elementary school program in that community. That permanence triggers government action to provide teachers, textbooks and student materials to the community. The initial effort of the community results in a permanent, sustained development achievement.

The project committees in the various villages of the Kabudula DAC are enthusiastic about their training and instruction, particularly in the area of homecraft classes and adult literacy training. In each of the projects currently under the Kabudula DAC, one finds excitement and furious activity as the project committees plan for the activities which are part of their particular project.

During this second year of the grant, the DAC Center itself has been improved and new facilities have been constructed to provide a training center for the community development workers. The DAC office now consists of a place for the coordinator to work, as well as a large meeting room for CDWs and others receiving training. In addition, a residential facility has been built at the back of the office, which provides temporary housing for 10 workers or other trainees, as well as kitchen and bathroom facilities. The coordinator's home has been completed. This marked a major milestone for the community which had built the walls of the building, but were unable to complete it, because of a lack of appropriate materials. DAC funds provided for the installation of windows and doors and a roof and the coordinator's home is now a model for the rest of the community. That home and the surrounding land have been provided by the community and will be given back to the community when the DAC program ends in four to six years.

At Chapananga, the progress has been somewhat less than at Kabudula, because of its more recent beginning. However, significant activities have occurred during this second grant year, including the completion of the DAC office and coordinator's residence, both of which have been renovated and completely furnished. In addition, a portion of the staff has been recruited and training has commenced for the CDWs currently on the staff. Projects have been approved and are beginning as of the start of the third grant year. The initial focus of these projects will be literacy training, given a rate of illiteracy rate of over 70 percent in the Chapananga area. The coordinator and staff have been spending much of their time developing sound relationships with partner agencies and local community and political leaders.

3.1.4 Zambia

The DAC Center in Zambia is located in the Southern Province in an area known as the Gwembe Valley. The center itself is located in the village of Munyumbwe. Access to this region is extremely difficult, and road transportation is extremely poor. The DAC Center has just been completed, and project operations are just beginning as of the end of the second year of the matching grant. Therefore, reported achievements are limited at this point in time. The major accomplishment of the Zambia DAC program is the clearing of land for the construction of a center at the outskirts of Munyumbwe. In Zambia, a somewhat different approach is being taken than in Malawi, combining the training center notion of Indonesia with the decentralized community development worker activities of Malawi. The local community council has given World Vision a 10-acre plot of land on which is constructed a center consisting of offices, residences for staff, temporary housing for trainees and demonstration project areas for agricultural cultivation and livestock raising. The center was completed and opened in late August, 1986. Construction of this center was the major activity for the Zambia DAC program during the second year of the grant. The buildings constructed at the center are of a permanent nature, made of concrete blocks manufactured locally. World Vision provided cement and local contractors molded the bricks which have then been used to build the facilities. The principal operation at this center will be training activities not only for the community development workers, but also for the villagers who are brought to this location for training.

Other than the completion of the center, the major achievement of the Munyumbwe project is the good relationships which have been established with

both local government and community leaders. Eight village development workers have been appointed, given initial training and assigned to villages where members of the communities have constructed housing for the VDWs. Baseline data surveys have been conducted. The VDWs have identified a variety of community needs, some of which were also identified by the community development committees as well. The needs are as follows:

Identified by VDWs with Concurrence of the Community:

- Education
- Health
- Agricultural improvement
- Transportation (roads, bridges)
- Carpentry
- Homecraft training
- Income-generating projects

Identified by VDWs, but no Community Concurrence:

- Undernourished children
- Lack of vaccination
- Adult education
- Absence of family planning

World Vision's activity in this region began as a relief effort to counteract the effects of drought and famine. As a result of that activity, World Vision was asked to remain on and engage in development work. The assistance provided by the local leadership has been generous and the goodwill established between World Vision and local entities is exceptional. Without a doubt, the major accomplishment of this year in Zambia has been the firm identification of the village development workers with the communities and the willing acceptance of the VDWs by the community.

3.2 Problems

3.2.1 Indonesia

A major problem on Nias is the lack of local resources for the CAs to tap. Because of this, the CAs themselves are seen as a primary source of funds and appropriate technology, thereby creating a handicap for the CAs when they are not able to meet the community's expectations. The major need for the CAs is continued training in appropriate technology. Staff from the National Development Training Center has come out to give additional training only once.

Acceptance of the female CAs was another problem in the male-dominated society of Indonesia. However, by gaining the respect of the women in the community and of village leaders, this problem was resolved.

Language is another problem. Although the national language is Bhasa, there is a Nias dialect. This causes difficulty in communication and report writing and underscores the importance of locally recruited CAs.

Working through a partner agency has its problems, especially when the partner has a different understanding of development. The CAs are trained by World Vision and its National Development Training Center staff. In the field, they are under the supervision of the partner agency. This has caused some tensions. World Vision has begun to train members of the partner agency at the center.

Another problem for the CAs has been the delay in receiving approval of the project proposals they have submitted to World Vision for funding approval. Due to the present structure in the Jakarta office, the DAC coordinator does not have direct control over the DAC projects. This causes substantial delay which does not help the credibility of the CAs with their community.

The Indonesian government has demanded reports from and audits of PVOs from its various offices. Such reports, though unavoidable, take time away from project activities.

3.2.2 Philippines

A major problem is the environment. Capiz is highly infiltrated by the New Peoples Army (NPA). Because of their youthfulness and their role as innovators, they are seen by the military as members of the NPA. On the other hand, the NPA sees the workers as CIA associates. The CDWs must maintain an apolitical posture as they work in the community, because the movement of the NPA is a constant source of tension. NPA members have been spotted in barangay meetings on development and frequently visit CDWs and demand medical supplies and other resources.

Administratively, the CDWs and DAC coordinators do not receive necessary support. The 22 CDWs are covering the 26 villages, writing reports and traveling between several villages. The DAC coordinator tries to straddle her responsibilities as the coordinator and at the same time coordinate activities with the local community, meet visitors from the Manila office and support offices and attend monthly meetings in Manila. There is a shortage of staff and office equipment and a need for a vehicle for transportation.

Training in areas of appropriate technology and health care has been minimal. The center has not been adequately supplied with materials on appropriate technology. This lack of information poses a major problem since the workers are sought out for basic help in technology.

3.2.3 Malawi

Several significant problems were confronted in the early stages of the Kabudula DAC. The Malawi field office has learned from these and is avoiding them in the Chapananga DAC. The Kabudula DAC began as the result of a request from a local tribal chief, who requested assistance from World Vision in building a school, developing a community water supply and building a church. The chief was a well-known political and church leader and the relationship was such that local people assumed World Vision had become an arm of this chief's activities. World Vision workers experienced the problems of teaching the local people that they were neither part of the chief's operations, nor were they a church-building organization. Initially, the difficulties were significant because identification with a particular leader

eliminated opportunities for work with neighboring groups. However, once World Vision was able to establish itself as an independent agency, acceptance by other groups was quickly forthcoming.

The impatience factor also played a role in start-up difficulties in Kabudula. Each village wanted immediate activity in its area, which is impossible. The communities which are not yet being served have been educated to the notion that they must wait their turn, but that they will be served.

Another problem encountered at Kabudula was the matter of government relations. Although the World Vision field office in Malawi had discussed the DAC project extensively with the Ministry of Agriculture, the Ministry of Health and the Ministry of Community Services, the local officials of these ministries were not informed by their bosses in the Central Bureau and were initially quite resistant to World Vision's activities. The trickle-down theory of government communications had apparently not worked as it was supposed to. Therefore, local government ministry staff actively opposed World Vision's work, and local chiefs told people not to attend community meetings called by World Vision's CDWs. These chiefs identified World Vision as the "wrong kind of people" and therefore unworthy of a hearing. After communications were established between the Central Ministry offices and their local staff, as well as between World Vision's staff and the local ministry staff, acceptance was immediately forthcoming. The cooperation between government and project staff has been very positive and very good.

Another problem is the matter of raising community expectations too high before results can be achieved. World Vision staff have learned that they must be able to produce results quickly when it comes to providing assistance to communities. Once the community has been motivated to engage in a particular activity (for example, school construction) the resources to accomplish this objective must be made readily available so that the enthusiasm and expectations of the community are not dampened.

Another problem that was encountered early on was the inadequacy of pre-service training for the community development workers. As a result of this, the field office in Malawi has established a training program to train CDWs more thoroughly before they are expected to move into villages and begin working in the communities. Ongoing training is also conducted by the coordinator, other World Vision field staff and local staff of various government ministries. Thus the skills of the CDWs are constantly being improved.

3.2.4 Zambia

The DAC program in Zambia has managed to avoid the government and community relations problems encountered in Malawi. However, there are significant problems confronting the Zambia program. Number one on everyone's list is the transportation issue in the Southern Province. Road transportation is extremely difficult under the best conditions and virtually impossible much of the year. Roadways double as rivers or streams during the rainy season, and while they dry out quickly, the uncertainty of travel in the area severely limits transportation capabilities. Merchants in surrounding towns would rather have goods rot on their shelves than provide transportation of commodities into the Gwembe Valley. A day's tour of the region by automobile reveals why this is the case. One travels up and down unpaved,

narrow roadways and understands very quickly how a rainstorm could easily, block further travel. Delivery of goods is very difficult and very expensive, and movement between areas in the region is also extremely hard. Thus the development workers are isolated to some degree and must be very resourceful and capable of operating on their own.

At the present time, World Vision is operating the Munyumbwe project without a partner agency. The field office is conducting all management activities and providing all the resources and staffing. This lack of a local agency will create a problem for sustainability in the future, although the local government council may provide a partial solution. World Vision is seeking to engage a partner agency in the area but so far has been unable to do so. A principal cause of this problem is the lack of any nongovernmental entities within the region.

Another major concern is the countrywide lack of technical expertise. Training of the community development workers has been limited to general concepts because there have not been enough experts available to train them in more specific technical areas. It is a well-known fact that Zambia lacks such expertise. Those experts who are available in the country are generally overcommitted and very expensive. Thus World Vision Zambia is confronted with the problem of obtaining sufficient technical training for its staff and is working diligently to provide such training in a cost-effective way.

Village development workers are confronted with the difficulty of transportation and communication which makes consistent year-round contact nearly impossible. Especially during the growing season, villagers spend considerably greater time in the fields. The travel difficulties already noted, coupled with the increased dispersion of the people who are out in their fields and not at home, make it hard for the workers to initiate as many contacts as they wish. In order to make the types of contacts necessary and conduct the kind of training that is required for the sort of improvements World Vision hopes to achieve, there will have to be more concentrated effort given to activities at certain times of the year when transportation problems or conflicts with agriculture duties do not prohibit people from attending classes and engaging in discussions with the VDWs.

3.3 Impact and Effects

3.3.1 Indonesia

The DAC approach is highly regarded in Indonesia both by the communities in which it is operating and by the World Vision staff responsible for community development projects. Although the period of time required to begin a project is somewhat longer because of community involvement, the result is longer lasting and more beneficial to the community because the project is "theirs." Because of the successes of the Nias work, World Vision Indonesia is expanding the DAC program to two additional areas--Sulawesi and Irian Jaya. This expansion will require additional resources for training, as additional staff will be required and additional partner agencies will be involved.

Specific activities this year have included the completion of environmental sanitation programs in 8 of the 12 villages in the Nias DAC. These programs include the construction of toilets, the provision of a potable water supply and

the installation of handpumps on local wells. In addition, the adult literacy program has been expanded, along with the under-5/maternal nutrition clinics. Demonstration projects in animal husbandry and agricultural production (specifically, vegetable gardens) have been introduced, and reconstruction of roads and bridges has been continued.

As was reported in the previous annual report, these activities have resulted in significant improvement in the health picture of the communities of the Nias program. Much of the data, unfortunately, is impressionistic; however, villagers acknowledge the improvement of their condition and that of their children. The impact of water-borne diseases is being reduced, and the nutritional condition of the community is improving. Access to markets and to government services is improved as roads and bridges are built or repaired.

3.3.2 Philippines

The DAC program in the Philippines has been judged effective, not only by the beneficiary communities, but also by local government officials and World Vision staff. According to the Office of the Provincial Governor of Capiiz, the CDWs have had a significant impact upon development in the province primarily by changing the attitudes of the people. A community orientation--working together to help one another--has replaced an attitude of rugged individualism. The Governor's Office has requested continued assistance from World Vision in the areas of leadership training and the expansion of sanitation and water systems in the barangays. Leadership training would benefit the Ministry of Social Services Department. According to representatives of that department, they believe that the "DAC approach is a key to rural development."

In addition to the provincial government, local agencies have asked the DAC coordinator to speak at various meetings on the DAC approach. One of her major responsibilities is cooperation with local agencies not only to communicate the concept to these other groups but also to uncover resources those groups have which could be put to use in the DAC projects.

Due to the success of the DAC approach, World Vision Philippines is moving toward integrating the DAC strategy into existing projects and making it the preferred approach to new projects. Additional field staff are scheduled to undergo the CDW training to gain the skills and knowledge needed in this period of integration.

The staff of World Vision Philippines has attempted this year to assess the economic impact of the DAC program in the communities being served under the matching grant. The results of their research are summarized below:

- * Adoption of improved/certified seed has increased harvests by 30 percent per hectare per cropping.
- * Diversification of crops, addition of backyard gardens and livestock raising have increased family income through sale of excess commodities and have decreased food costs.
- * Adoption of organic fertilizers and decreased use of chemical fertilizers have increased harvests from 50 to 72 cavans/hectare/

cropping, have reduced use of chemical fertilizer from 3.0 to 1.8 bags per cropping and have relieved credit pressures. Formerly, farmers were forced to borrow funds from moneylenders, who charge 50-150 percent per month to buy fertilizer.

- * Those who have taken training in dressmaking and tailoring have enjoyed additional family income as a result of their new activities. Likewise, those trained in construction skills have been able to secure good jobs in urban areas.
- * Improved transportation links have eliminated the need for middlemen in the marketing of goods and have resulted in higher prices for goods sold by local farmers.
- * Revolving loan funds have diminished reliance on local moneylenders and have permitted local farmers and villagers to manage their own credit system.

3.3.3 Malawi

The impact and effect of the DAC program in Malawi is confined principally to the projects at Kabudula. The major areas of significant results in Kabudula include bridge building and water development, school construction, homecraft and literacy classes, and agricultural improvement. The bridge-building project has generated some remarkable improvements for the local communities. During the rainy season in the Kabudula Region, it is virtually impossible to move from one village to the next, given the rapidly flowing streams and swampy areas that are produced by the rains. The construction of simple bridges, using local labor and materials and some materials purchased by World Vision, has provided improvement in the educational system, in the health delivery system and in the agricultural production system of these areas. Children who previously were unable to attend school regularly during the rainy season are now able to go from their homes to the schools and back again without the problem of being trapped on one side or the other of a rapidly flowing stream. Medical services and access to health clinics are now year-round possibilities. Before, individuals seeking assistance could not travel during the rainy season. Also, the important agricultural inputs which are needed during the rainy season now arrive in the villages where they are needed. The bridges which have been constructed are simple and inexpensive, but they have provided remarkable benefits for the villages.

School construction is another major area of impact. In three project areas, World Vision has taught villagers how to make mud bricks, which are permanently hardened through burning, and then how to construct school buildings out of these bricks. World Vision provides the metal window frames and the roofing materials for these schools. Each of the three villages has established a goal of providing eight classrooms and eight houses for teachers in their area. Once this goal is met, the government of Malawi will provide teachers, textbooks and related materials and a full primary school will begin operation. The goal of achieving this kind of school is an important one to the villagers who recognize the significance of education in their communities. Within these school construction projects, World Vision is not only improving the educational status of the village, but is also teaching brick making and masonry and other construction skills.

A major focus of project activities in Kabudula is home craft and literacy classes for adults. Women in the villages have been given training in sewing, dressmaking, tailoring and knitting and are able to generate family income through these activities. A significant number of adults have also been enrolled in literacy classes and are learning to read and write. This latter activity provides an opportunity for many to participate in local self-government activities and to become aware of a world outside of their villages. Improved health and nutritional practices are also taught in these classes.

Agricultural production is also addressed by project workers. Villagers are taught improved agricultural production methods, including the use of fertilizers, and many have adopted these practices with a resulting increase in productivity of certain agricultural commodities. A major component of this agricultural improvement activity has been the provision of revolving loans of agricultural inputs, especially fertilizer and seed. Farmers are loaned quantities of seed or fertilizer, which they are expected to repay over the course of the succeeding several years of activity. Money which they receive from the sale of their crops is used to purchase inputs for their subsequent use as well as to purchase inputs which are repaid into the revolving loan fund. The objective of this activity, of course, is to make available what is needed to the community and not deplete the resources of the program.

One of the major results of the DAC activity in Kabudula is a visible improvement in the attitude and enthusiasm of the villagers. Visitors to these projects are struck by the hard work which villagers are investing in their communities, particularly in the construction of bridges and schools. Project committees reflect a sense of excitement at the improvements that they see in their individual lives and in the lives of their neighbors as a result of the training classes which have been provided for adults. The overall impression is that of satisfied communities which have been given a small opportunity and are making the most of it. Kabudula is obviously a needy area, but the enthusiasm and excitement one observes in the villagers belies this need. The people recognize that the future holds much more for them as a result of what they are learning through the DAC program. Their ability to identify their needs, and then do something about them, appears to be a matter of great significance to them. Discussions with project committees reveal that the only thing constraining them is the lack of resources to do all of the things they want to do and to do them immediately. One hopes that this impatience factor will not dampen their enthusiasm.

3.3.4 Zambia

Although formal project activity has not started within the Munyumbwe DAC, several significant achievements can be identified in Zambia. Village development workers have been active in working within the 77 villages to which they are assigned and in encouraging villagers to adopt practices for improved agricultural production and health. More than 2,400 individuals have been contacted by the development workers, and more than 200 have started to use improved seed (including new varieties of maize and sorghum) and fertilizer. Some villagers have adopted practices to improve the cleanliness of their villages, and the construction of improved pit latrines has been noted in several locations. Two hundred children from these villages have been attending under-5 clinics. An indication of the impact of DAC activities has

been the large number of unsolicited contacts which have been made with development workers by individuals within these villages--over 150 of the 2,400 reported by the VDWs. The reason for these contacts has been to seek information for improved agriculture and health practices.

Some preliminary training in brick making and masonry has also been conducted by VDWs who already had skills in these areas. As a result, four villages have been endeavoring to build or upgrade school facilities. This project has been frustrated World Vision's inability to provide certain building materials to the area as the result of the transport problems noted above.

Given the rather ambitious start in Munyumbwe, and despite the lack of formal project activities, it is possible to conclude that the DAC program is already having a significant effect and that there will be future improvements in the communities surrounding Munyumbwe. The fact that several communities have experienced dramatic increases in agricultural production in a year of poor rainfall indicates the likelihood of expanded adoption of improved agricultural methods and inputs.

4.0 MANAGEMENT ISSUES

4.1 Project Planning and Design

World Vision has spent considerable organizational time and energy developing the DAC concept. Much discussion and debate have occurred over several years in an endeavor to formulate the DAC concept more precisely. The initial notion of the DAC concept was that there would be little or no material input to the work of development; rather it was presumed that mobilization of human resources and training would be sufficient to sustain ongoing development. However, it was found early on that when, as a matter of organizational policy, we deal with the "poorest of the poor," it is necessary to provide them with material resources which may be missing in their community. This realization, among others, led to a recognition that the DAC concept must be flexible; this flexibility has been both a positive and negative force in the development of the DAC idea.

The positive attribute of this flexibility is that it permits the concept to be adapted to local necessities and local situations. In each country ~~formerly~~ ^{previously} discussed, there are significant differences in the DAC approach--training is more centralized in some, fiscal and other decision-making authority is more decentralized in others. The DAC center plays a much more significant role in some countries, while others emphasize the local village and the development worker's role. Each characteristic is tailored to meet the needs of the individual field office or development area.

The negative aspect of this flexibility is the difficulty it creates in setting clear organizational standards to guide the development of the program in a particular country. A major result is the absence of an overall review capability to guide and thereby correct program design problems. Program design difficulties have emerged in several areas, including attempts to address too many problems at one time, inadequate assessment of resources and lack of awareness of potential impact upon certain communities. Were there a more clearly defined overall management review of program design, it is likely that projects could have been carried out even more successfully. Management must recognize that careful review of program design is an essential part of successful development and that problems which are known to exist can be corrected in advance if there are clear standards and a careful review process to guide the design of development work.

World Vision has a good system of project proposal and review which operates well at the initial stage of project design. With a new concept like DAC, however, there is a lapse in the process as the lessons learned from a particular experience are translated into criteria for review of projects from a number of countries and several geographical regions. The broad commonalities are known and observed; now, the finer points of project design, culled from two years and several countries worth of experience, must be brought to bear upon the project design review process.

4.2 Staffing and Training

One of the best elements of the DAC program has been and continues to be the selection and training of the staff to operate the projects of the DAC program. Progress under this grant has been somewhat slower than expected

because the standards for selection of staff have been quite high with the result that it is difficult to obtain appropriate staff who can meet those standards. In addition, training periods longer than first anticipated have been found necessary for both DAC coordinators and village/community development workers. The major problem in this area of staffing and training is discussed below. That problem has been the inability to obtain or incorporate successfully a significant level of technical expertise and assistance in the operation of the project. There have also been some difficulties experienced in the hiring of support staff (financial managers, secretaries) which have slowed program development.

In general, however, one would have to say that the overall strength of the DAC program is directly the result of the careful staff selection process and the careful and extensive training that staff have undergone. One of the major lessons to be learned from this experience is that one cannot too strongly emphasize the importance of careful screening of personnel and exhaustive training, both initially and in an ongoing fashion.

4.3 Support

The recent evaluation of the DAC programs in Indonesia and the Philippines suggests that the area of support for project staff is a major weakness. The absence of contact between and communication with other project workers is a major legitimate complaint of the staff. Shortages of some equipment have also contributed to frustration experienced by project-level staff in the two Asian field offices. Steps are being taken to rectify these concerns.

The support situation in Africa seems to be much better. Appropriate housing has been found (albeit with some difficulty in certain areas) for all project staff. Equipment needs are being met. In some situations, housing (or land on which to build) has been provided by local government agencies. In some cases, these agencies have supported the endeavors of the DAC program with whatever additional resources they could muster. Project workers meet and talk together regularly in the Malawi and Zambia DAC projects. While things appear healthy in the African programs now, it is possible that as these project activities increase in intensity, the demands of project activity will reduce the time available for project staff to meet and talk together.

Management at both the field and international office levels need to pay special attention to the physical and spiritual needs of isolated project workers. It is important that periodic, indeed frequent, opportunities be given for communication and exchange of ideas as a means of both training and refreshing the staff. These opportunities must be carefully planned, evaluated and modified to meet changing needs and evolving circumstances. Only through such careful and consistent attention to the human needs of project staff will it be possible to maintain them as effective community workers in the long term.

4.4 Technical Assistance

The availability of technical assistance in the DAC programs has been a matter of considerable concern during the first two years of the program. Part of the problem is due to the lack of adequate technical expertise within the countries which are the focus of this grant. The absence of national

expertise can be filled by external assistance, to some degree, but this is not entirely satisfactory in all situations. The high cost of such expatriate expertise is often prohibitive, and availability may be minimal.

World Vision is still learning how to make effective use of the technical assistance which is available within certain field offices. The ability to transmit information from one field to another is not yet well-developed. However, World Vision is striving to improve the level of technical capability at the project level and thus improve the quality of its development activities. Significant progress is being made, as can be seen in both the Child Survival programs and recently proposed Africa Water Program.

In several areas of activity, including program design and evaluation, specific assistance has been utilized by management to improve the quality of the program. More can be, and is being, done. World Vision recognizes the importance of sound technical assistance in development and is continuing to seek out and incorporate such assistance into its projects.

4.5 Monitoring and Evaluation

World Vision has experienced some difficulty in management of the DAC grant at the headquarters level, primarily due to frequent changes in the personnel who are responsible for the grant. Permanent staff is now assigned responsibility for management of the DAC grant. Learning from the problems of the past two years, senior World Vision management is now committed to having a permanent grant manager assigned to all future programs (e.g., the recently proposed Africa Water Project) and especially to those funded by major donors like USAID.

Evaluation of the DAC program has become one of the major components of the activity of World Vision's relatively new Evaluation Department. Starting with the evaluation conducted by Jim Pines at the end of the COLT program and running through the recently completed USAID evaluation of the DAC program in the Philippines and Indonesia, World Vision has been gradually building its capacity to do effective program evaluation. World Vision is developing the ability to identify for itself some of the flaws in program design and some of the difficulties with project implementation and how to correct these without the need for external assistance. This organizational ability is on its wobbly first legs, but it is beginning to emerge.

One of the goals for the third year of the DAC grant is the development of significant parameters for evaluation which apply especially to the role of women in community development projects like the DAC. The development of these parameters will provide World Vision with a transferable body of knowledge which can be employed in its other projects around the world.

4.6 USAID Relations

The DAC matching grant, which began in June 1984, has spanned a significant period of World Vision activity. At the beginning of this grant there was virtually no other relationship with USAID, other than what had been developed during the COLT matching grant. In the past two years, World Vision has received numerous grants for relief activities in Africa and elsewhere, amounting to multiplied millions of dollars. This increased level of

activity with USAID has placed some strain on World Vision as we have tried to learn to deal effectively and appropriately and develop good relationships with USAID.

Many valuable lessons have been learned and institutionalized, and the relationship between USAID and WVRO, while not perfect, is certainly much improved. There is still need for World Vision to improve its relationships at the Mission level. The DAC grant program is a legitimate success story in the history of USAID relations with PVOs, and World Vision needs to assist USAID in understanding this fact through improvement in its relationships within the countries where the activities are taking place.

4.7 Fund Raising and Marketing

There have been considerable interest and excitement over the DAC concept and its accomplishments within the World Vision Partnership. Support offices from several other countries have shown growing interest in the DAC concept, and some arguments have broken out over which support office will be allowed the opportunity to provide the matching funds for the DAC grant. Because of the relatively low cost of an individual project operation, the DAC program provides a series of highly marketable units for raising funds and for support.

The response which has been generated by the DAC concept has caused World Vision to expand that work beyond the AID-funded project in current AID grant countries, as well as into several other countries not funded by the AID matching grant. This interest also suggests that there will be continued support for the DAC program well beyond the termination date of the current matching grant. It appears that the DAC program will be given the opportunity to develop its full potential with ongoing funding coming from a variety of support centers in the World Vision Partnership.

4.8 Board of Directors

The only issue raised by the World Vision Board is the matter of proper and careful grant management and accounting. These matters have already been acted upon by senior World Vision management (see Section 4.5).

4.9 Development Education

The DAC program provides an excellent opportunity for World Vision to expand its current development education activities, almost all of which are currently oriented toward fund raising (see Section 4.7). During the final year of the matching grant, World Vision will be examining its development education programs. In that context, the DAC program will be considered as a specific example of the success of community-based, self-help development projects.

5.0 FINANCIAL REPORT

5.1 Funding Sources

Of the \$2,083,514 spent during the second year of the DAC grant, \$787,000 (37.8 percent) was provided by the USAID matching grant. The remaining \$1,296,514 (62.2 percent) was raised from gifts from individual donors contributing to the activities of the World Vision Partnership. In some cases, specific projects activities within one of the DACs have been funded directly by a particular support entity as a fund-raising activity of that group.

5.2 Second-Year Expenditures

The following pages describe the expenditures made by World Vision in support of the DAC program.

The first sheet reports expenditures for the 12-month period from July 1, 1985, to June 30, 1986. The second sheet presents a revised statement of expenditures reported in the first annual report. This revised statement covers the 13-month period from the beginning of the grant (June 1, 1984) to the end of the third quarter of World Vision's fiscal year 1985 (June 30, 1985). This adjustment has been made to facilitate preparation of this report from field financial reports which are made by World Vision offices on a quarterly basis.

DEVELOPMENT ASSISTING CENTER
USAID MATCHING GRANT
EXPENDITURES FOR SECOND GRANT YEAR
July 1, 1985, to June 30, 1986

	<u>Philippines</u>		<u>Indonesia</u>		<u>Malawi</u>		<u>South Pacific</u>		<u>Zambia</u>		<u>Total</u>	
	<u>Budget</u>	<u>Actual</u>	<u>Budget</u>	<u>Actual</u>	<u>Budget</u>	<u>Actual</u>	<u>Budget</u>	<u>Actual</u>	<u>Budget</u>	<u>Actual</u>	<u>Budget</u>	<u>Actual</u>
COLT	\$ 151,400	\$ 101,535	\$ 430,200	\$ 431,989	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ 581,600	\$ 533,524
DAC	106,500	97,105	75,600	81,328	64,600	50,788	-0-	26,552	-0-	804	246,700	256,577
Projects	83,400	60,291	434,200	425,657	43,350	26,106	-0-	-0-	48,375	57,488	609,325	569,542
Loan Funds	5,000	1,553	10,000	7,992	-0-	-0-	-0-	-0-	-0-	-0-	15,000	9,545
Support Services	110,000	98,226	350,000	380,375	32,500	29,205	-0-	16,621	20,000	28,219	512,500	552,646
Evaluation	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	20,000	24,211
Indirect Costs	<u>35,000</u>	<u>31,373</u>	<u>110,000</u>	<u>111,297</u>	<u>9,000</u>	<u>9,012</u>	<u>-0-</u>	<u>3,269</u>	<u>5,000</u>	<u>6,739</u>	<u>159,000</u>	<u>161,690</u>
TOTAL	\$ 491,300	\$ 390,083	\$1,410,000	\$1,438,638	\$ 149,450	\$ 115,111	\$ -0-	\$ 46,442	\$ 73,375	\$ 93,250	\$2,144,125	\$2,107,735

USAID Share - \$ 787,000

WVRO Share - 1,320,725

\$2,107,725

DEVELOPMENT ASSISTING CENTERS
USAID MATCHING GRANT
EXPENDITURES FOR FIRST GRANT YEAR
(Revised)
June 1, 1984, to June 30, 1985

	<u>Philippines</u>	<u>Indonesia</u>	<u>Malawi</u>	<u>Total</u>
COLT	\$ 118,187	\$ 491,313	\$ -0-	\$ 609,500
DAC	35,239	30,558	17,576	83,373
Projects	47,600	181,426	-0-	229,026
Loan Funds	2,386	10,804	-0-	13,190
Support Services	67,764	263,068	6,644	337,476
Indirect Costs	<u>25,546</u>	<u>99,311</u>	<u>2,117</u>	<u>126,974</u>
TOTAL	\$ 296,722	\$1,076,480	\$ 26,337	\$1,399,539

USAID Share	-	\$ 435,011
WVRO Share	-	<u>\$ 964,528</u>
		\$1,399,539

5.3 Explanation of Expenditures

COLT: The COLT projects, which were originated under the previous matching grant, operate only in the Philippines and Indonesia. These projects have gradually been phasing out due to their maturing and being able to stand on their own. World Vision's activity in these projects has diminished more quickly than was anticipated during this second year of the DAC grant, and the 8.3 percent under-expenditure of the budget in this category is due primarily to that factor. In some cases, former COLT projects have been restructured as DAC projects and are being reported in other categories of this statement. Virtually all of the under-expenditures in this category occurred in the Philippines projects.

DAC: This segment of the budget is for the operation of the centers which support the work of the local development workers. This category was overspent by 4.0 percent, principally in the area of salaries. This situation is due to the sooner than anticipated startup of the DACs in Zambia and the South Pacific (Fiji and Papua New Guinea).

Projects: This budget category supports individual project activities for the DAC program. No project activity occurred in the South Pacific during the second grant year, and very slight activity was reported in Zambia. The underspending of this category by 6.5 percent was due principally to the economical manner in which project managers have been conducting their operations, a fact noted in the recently completed USAID evaluation of the Philippines and Indonesia projects.

Loan Funds: A system of revolving loans has been set up in several of the DAC country programs to provide resources, as well as incentives, to local villagers to become part of their own personal development. This was a rather small portion of the total second year budget and was underspent by 36 percent. Some of this underspending is due to the earlier than anticipated payback of loans by recipients, thus allowing the earlier funds to be recycled into new loans. Because the detailed records of field financial operations are kept in the field, WVRO is not able to verify its expectation that some revolving loans have been provided out of local field office funds, rather than USAID grant funds.

Support Services: This category accounts for all of the costs incurred by the field offices in the support of the DAC centers and projects. These costs are calculated as a percentage of the total cost of field office operations, derived by allocating the total cost of COLT and DAC expenses against the cost of all the project activities within that field office. This category was overspent by 7.8 percent, which is an unfortunate manifestation of higher than expected field office operation costs in the Philippines and Indonesia.

Evaluation: This category provided for the cost of conducting an internal review of the Indonesia program. It was overspent by 21 percent, but constituted a fairly small portion of the total second-year budget. More careful planning of costs involved in this activity would have avoided the difficulty encountered.

Indirect Costs: This category includes all nonfield office costs related to the DAC program. The category was overspent by 1.9 percent.

5.4 Third-Year Budget

The budget for the final year of the grant is presented on the following sheet.

DEVELOPMENT ASSISTING CENTER

USAID MATCHING GRANT

BUDGET FOR THIRD GRANT YEAR

July 1, 1986, to May 31, 1987

	<u>Philippines</u>	<u>Indonesia</u>	<u>Malawi</u>	<u>South Pacific</u>	<u>Zambia</u>	<u>Total</u>
COLT	\$ 83,000	\$ 100,800	\$ -0-	\$ -0-	\$ -0-	\$ 183,800
DAC	78,500	127,200	39,500	-0-	100,000	345,200
Projects	207,700	383,900	141,900	79,300	33,800	846,600
Support Services	132,900	250,900	68,900	50,000	66,900	569,500
Evaluation	-0-	-0-	-0-	-0-	-0-	60,000*
Indirect Costs	<u>46,809</u>	<u>80,532</u>	<u>22,977</u>	<u>11,862</u>	<u>18,288</u>	<u>180,468</u>
TOTAL	\$ 548,909	\$ 943,332	\$ 273,277	\$ 141,162	\$ 218,988	\$2,185,668
USAID Share	213,435	366,860	106,250	54,910	85,170	850,000
WVRO Share	<u>335,474</u>	<u>576,472</u>	<u>167,027</u>	<u>86,252</u>	<u>133,818</u>	<u>1,335,688</u>
TOTAL	\$ 548,909	\$ 943,332	\$ 273,277	\$ 141,162	\$ 218,988	\$2,185,688

*Not included in individual country totals

6.0 LESSONS LEARNED

6.1 Estimates of Project Costs and Benefits

One of the major lessons learned from this activity is that one can achieve much in community development with relatively limited resources. The costs of conducting activities which have extensive benefits to communities are relatively low. Yet while actual project inputs need not be great, great care and careful planning must be given to the matter of project support--specifically to the support of project staff.

World Vision needs to improve its use of support funding to provide for the direct needs of the development workers in the field. At the present time, there appears to be a lack of certain necessary support for the community development workers. This includes ongoing training, contact with other workers and other World Vision staff, and certain equipment. There is a need for ongoing and consistent training, as well as interaction that community-based workers must have with one another in order to sustain their work and their morale. As we enter the third year of the grant, World Vision will examine these needs more carefully in order to assure that the workers at the project level are adequately cared for.

World Vision overestimated actual project costs and failed to plan adequately for support for project staff. The importance of the latter matter has already been realized, and the corrective process has been initiated. Despite these errors, the benefits of the DAC program have been substantial. Knowing in advance that the process of change would be slow and difficult, World Vision was very modest in its projections. In some cases, this caution was more than justified, as results did not reach even these modest expectations. In other cases, progress has been quite rapid and exceeded expectations. (See Appendix 8.2 for one such situation.) Overall, the important lesson here is to err on the side of modesty--development is slow and difficult work, oftentimes more so than even the greatest pessimist would think, and pleasant surprise is much more desirable than anguished frustration.

6.2 Institution Building Assessment

The DAC program appears to be a major success story in World Vision's development effort. Long-term institution building capabilities of this program are excellent. In every country where the DAC program is operating, local leadership and local government are enthusiastic about the results. Two major factors contribute to this success. The first is that World Vision has worked closely with local government officials in establishing and maintaining the projects which are being conducted under this grant. Once local government officials have recognized that the activities of World Vision are designed to improve and coordinate with existing government activities, they are very receptive to the continued operation of the DAC program. A second factor contributing to long-term maintenance of these programs is the use of locally based partner agencies, which have been, and will continue to be, part of the communities where these programs are conducted.

World Vision has made a long-term commitment to the regions which are being served under the matching grant. In most cases, World Vision plans to remain five to seven years in the DAC areas in order to establish the targeted communities as self-sustaining operations. The DAC concept has expanded to additional countries not included under the matching grant, with the result that the DAC concept is being built directly into much of World Vision's community development activity. The lessons learned from the activities under this grant will be used for increased impact in a number of additional countries. Thus, the DAC concept itself is being built into a long-term strategy for community development.

The other element contributing to the establishment of this program is the reception given to the DAC concept by the beneficiaries. In most villages and communities where the concept is operating, the villagers recognize the benefits they are reaping and desire to continue them. The presence of a community development worker or agent of change is viewed by the community as a necessary situation for the short term; as the community learns to assess its own needs and resources and apply resources to needs, that presence will no longer be required.

6.3 Estimate of Sustainability

Prospects for sustaining the DAC programs in the countries currently operating are very good, but the programs will not be operating on their own by the end of the grant period. Some of the projects that have been funded by this matching grant are already able to operate without external funding (see Appendix 8.2 for example), but World Vision estimates that it is more realistic to assume that it takes five to seven years before a particular project is able to sustain itself. The use of partner agencies in the DAC program and close cooperation with host governments enhance the prospect for sustainability, but World Vision needs to continue to improve its strategy for self-sustenance. World Vision currently finds it fairly easy to market development programs to its donors. Sustaining these already established projects after May 31, 1987, should not be a major problem, but it is World Vision's intention to make these programs self sustaining as quickly as possible. We recognize the need for this and are actively seeking to improve our strategy to allow this to happen.

While not all DAC project activities will achieve the quick success as the Bun-Od project described in Appendix 8.2, there is good reason to take an optimistic perspective from the Bun-Od situation. The key ingredient in Bun-Od would appear to be the high level of community motivation, which has been translated into active involvement in development activity by a significant part of the population of the village. The obvious lesson from this is that development workers must be highly-skilled motivators who can also support a motivated community with technical advice and direction. It appears that such a focus on motivation must continue to be part of the DAC training process in order to achieve sustainable development.

6.4 Benefit Distribution

Two major concerns arise here. One problem is the raising of expectations within an area that inevitably occurs when development begins within a few villages. The inability of World Vision, or any other development agency for that matter, to address all problems simultaneously, is an unavoidable cause of this kind of situation. However, it is important for World Vision to recognize that there will be dissatisfaction and impatience on the part of those who are not immediately served when they see their neighbors improving while they are not. It is one thing to counsel people to wait their turn, but it is quite another to deliver on the promise that development will come if you are patient. World Vision must assure the beneficiaries of its projects that there will be assistance rendered if people will wait. World Vision must also make sure that it is careful to lay out for all people in a community the schedule and program in advance, so that dissatisfaction by individuals who must wait can be minimized. A strategy of doing a little in each village before doing many things in one village can also lessen the frustration.

A second problem is the overly ambitious prospectus which was developed for the DAC grant. It has become apparent that more time is needed to allow the DAC concept to take hold and mature before it is expanded into too many areas and too many projects. The wise advice of the evaluation team, which recently visited the Philippines and Indonesia, is that World Vision should scale down its ambitions and focus more upon quality than upon quantity in the DAC program.

6.5 Local Participation

World Vision development projects are all run by local project committees. The DAC program is no exception. Focusing as it does upon self-identified community needs and the mobilization of community resources by the community to meet those needs, the DAC project emphasizes and enhances local participation. World Vision has learned and applied thoroughly the lesson of the importance of local participation in development work. As has already been noted (see 6.3 above), this is the key to sustainability.

The major benefit of local participation is that communities become self-dependent, rather than dependent upon external resources. To further enhance local participation, World Vision works with and through local partner agencies who are the actual point of community contact for much of the work in the DAC program. It is World Vision's conclusion that development which is community based and community initiated to as great a degree as possible is development that is most likely to sustain itself in the long term.

6.6 Leadership Development

World Vision recognized early the need to develop broad-based community participation in development work. The development of local leadership is an important component of this goal. World Vision does not rely exclusively on local tribal leadership or chiefs but also upon project committees. This

broadens considerably the leadership cadre of the DAC program and allows not only for enhanced participation but also leadership development in the local community.

An important aspect of World Vision's work in the DAC program, and an important factor contributing to leadership development through the DAC program, is the adult literacy training and the education emphasis for young people which are emphasized in virtually every DAC activity. The construction of schools in communities is a long-term effort at leadership development within the community, for we recognize that children who are taught improved methods of health care, food production and the like will be in a position to influence significantly the improvement not only of themselves but also of their fellow community members.

At all levels more training is necessary. Community leaders, partner agencies and the CDWs must receive training in appropriate technology. This is critical as the CDWs begin to phase out of the one community and start up another DAC project in another area.

Technological training is especially important as new projects are started in these communities. At the area coordinator level, staff development is essential. The project and managerial staff must receive training in human resources development, administration networking with local agencies (government and other), and evaluation of program design and impact. Although the DAC concept was set up to minimize administrative work, report writing and administrative responsibilities are increasing as the program continues to succeed. Partner agencies require significant attention in order to ensure sustainability. Training in project design and implementation, use of appropriate technology and evaluation are all required if these agencies are expected to continue the development process in the long term.

6.7 Innovation and Technology Transfer

The DAC program involves a certain amount of innovative activity in the sense of finding creative ways to use local resources in solving local problems. In the context of the DAC program, there has not been a great deal of attention or emphasis placed upon the areas of innovation and technology transfer other than through communication, both written and oral, which comes from interfield conferences and other meetings of DAC project staff.

An area where additional attention is required is the transfer of information in a more structured fashion, and the incorporation of that information into the formal training process for DAC staff. This process of more structured information transfer has the potential for filling some of the gaps currently experienced in the area of technical training and expertise (see Section 4.4).

6.8 Policy Implications

There are two major policy implications that emerge from the experience with the DAC program in its first two years. The first is that World Vision, while

experiencing an organization-wide excitement about the DAC concept, must move deliberately in attempting to adopt and expand this concept in too many areas without a thorough evaluation of the initial results. There has been tremendous interest and, in some cases, tremendous pressure placed upon the organization to expand the DAC program into a number of new fields beyond the initial fields funded by the USAID matching grant.

While this is an encouraging development, it is also potentially a negative development. Achieving too quick an expansion can dilute resources needed to support the already existing programs so that they can develop and mature appropriately. Furthermore, without a reasonable period of time to internalize the lessons learned from early mistakes, subsequent efforts will be flawed. The message here is this: Slow down! Development is a long-term process requiring patience and organizational modesty.

A second major policy implication for the organization is the need for careful relationships with host governments. It is evident that World Vision must develop more clear-cut policies concerning relationships with local governments and must understand what problems will be encountered in those dealings and how to resolve them. Several specific instances have already been mentioned in this report which involve government relations activities; the lessons learned from those must be incorporated as part of World Vision's overall development strategy.

6.9 Collaboration with Other Agencies

World Vision consistently holds to the policy of doing development work in cooperation with local partner agencies. These agencies are primarily local churches which have been in communities before World Vision's involvement and will continue to be there long after World Vision has left the area. We have learned through experience that these agencies have a better sense of local community needs and resources and are invaluable partners in helping us enter a community and assist with the work of development.

World Vision has also learned the importance of having all levels of host government agencies on board. One example was noted in the discussion above. World Vision carefully cultivated the Malawian national ministry connections, but did not do an effective job with the local subdivisions of those ministries and, hence, faced a good deal of hostility in its early efforts. Local government agencies have provided many resources to World Vision including land and housing for staff training and other assistance to project staff and beneficiaries. Local and national ministries of health, agriculture and community services have been especially helpful.

With the exception of Malawi, not a great deal of networking has been done with other PVOs. In Malawi, there is close coordination between the World Vision field office and a Malawian umbrella organization of all social service agencies. The director of the World Vision field office in Malawi is the current chairman of that national umbrella organization.

At the local or project level, collaboration and networking with partner agencies and local government ministries have been effective. At the field or national level, it is important for World Vision staff to begin tapping into nongovernmental agencies and private companies. Some collaboration and networking with other agencies occur. However, in order to benefit from such networks, the national staff must ensure that the local staff are directly tied into these arrangements, especially if these agencies have branches in the same area the DAC is located.

6.10 Replication

The DAC program is operating in several countries beyond the scope of the current USAID matching grant. The DAC concept is attractive for replication because of the flexibility with which the concept can adapt to local conditions. The dichotomy between centralized and decentralized training and activities can be accommodated by the DAC concept. The concept has been implemented differently in the countries currently being funded, without generating a noticeable detriment to the program. The current enthusiasm within the World Vision organization for the DAC concept suggests that it will be replicated; indeed, that is already taking place. The usefulness of the lessons learned from the current DAC grant program will, therefore, have far-reaching implications and benefit for the World Vision organization.

As was noted above, the DAC program has already expanded beyond the fields currently funded by the USAID matching grant. The rapid expansion of this concept has generated some problems which need to be addressed in the short term. The most pressing of these issues is the need for effective communication between field offices. In the context of the DAC program, there must be frequent and regular communication (beyond the annual interfield conferences held in each region) and a better system to internalize the lessons learned from the experience of the first two years of this grant. World Vision's development program is being substantially enhanced by the DAC concept, but without an effective means of sharing information on problems encountered and lessons learned, the replication of this concept will not be as effective as it otherwise might be.

7.0 RECOMMENDATIONS

7.1 To World Vision Project Staff and Field Directors

7.1.1 Management

1. The DAC coordinator and CDW/CAs should have full professional support in the areas of technical training and evaluation from their World Vision field office.
2. Reporting requirements for the DAC staff should be streamlined.
3. Administrative support and improved transportation should be provided for DAC staff.
4. The area of responsibility of CDWs and CAs must be limited; in some cases, it should be reduced.
5. CDWs should be sent out in pairs; one experienced worker with a new one.
6. Channels of communication from the field to the national office must be improved and increased. The project staff's suggestions on policy and program should be incorporated.
7. An internal evaluation system should be instituted by the national office to be carried out at the project level with the workers and communities. Evaluation should be carried out by identifying a few easily measurable impact indicators. In Indonesia, where there is a language problem, the national office could conduct an annual evaluation with an independent evaluator who speaks the local dialect.
8. The DAC concept is good and should be incorporated into other programs. However, expansion of the DAC program and disengagement of the project workers should be based on sustainability indicators rather than on a predetermined time period.
9. The Human Resources Department of each field office needs to provide full support in finding staff to fill vacancies in the field. The selection criteria of all staff should be re-evaluated.
10. The field offices should be clear about the AID grant requirements concerning the number of projects expected by end-of-grant.
11. Philippines - The Surigao DAC should be reinstated under the matching grant. The reason for its removal from the grant is not part of AID's grant requirement, as the grant does not specify a worker-to-project ratio.
12. Project workers should be given periodic opportunities to visit other sites, both inside their own country and, if possible, in other countries.
13. Indonesia - Channel funds through partner agencies and communities rather than through CAs, in order to speed up the project funding process.

7.1.2 Training

1. Ensure that project staff and communities have adequate training in technical areas to give them a range of solutions from which to choose. The Indonesia concept of concentrated initial training at a central location (NDTC) is worthy of careful examination and possible replication in the other countries.
2. Provide training for community leaders and partner agency leaders, as well as World Vision staff, for both the long and short terms.
3. Appropriate technology training and manuals should be made available to project staff.
4. Indonesia - Change Agents' training in their understanding of the DAC process should be reassessed. CAs need training in time management, planning and documentation.
5. Indonesia - To further assist in the training of the CAs, community and partner agency leaders, World Vision should develop plans for a training center in Nias.

7.1.3 Fund Raising

1. Expand the resources being tapped to include local nongovernmental and private agencies.
2. Work more closely with other PVOs to strengthen field office ability to fund raise within the country.
3. Community leaders and partner agencies need to tap local resources directly.

7.2 To the World Vision International Office

7.2.1 Management

1. Limit visits from IO and support offices to the fields. Visits severely stretch the resources of the DAC center and project site staff.
2. Visits to project sites should be evenly distributed; older projects tend to be visited more frequently.

7.2.2 Financial Accountability

1. IO must ensure that accounts on grant-funded projects are accurate and audit-ready.
2. A grant financial manager should be identified and trained for each large donor grant (USAID, other governments, private donors).

7.3 To World Vision Support Offices

1. The DAC concept is an effective development concept, deserving of continued support.

2. The DAC project approach provides small, but significant, activities which lend themselves to easy marketing appeals.

7.4 To USAID

1. Recognize that innovative development strategies like the DAC concept are likely to take more time to mature than is usually expected. Encourage PVOs to be more modest in their goals.
2. Continue to support new and creative development strategies devised by PVOs. Evaluate these new concepts firmly, but sympathetically, and encourage redesign or expansion as appropriate.
3. Recognize the DAC as an effective strategy for small-scale rural development; support further improvement of the concept and dissemination of information about DAC to other PVOs.

7.5 To Local Government and Country Leadership

1. Recognize the DAC approach as one which ultimately strengthens and supports efforts of existing government programs.
2. Continue to provide assistance (land, available resources) and positive affirmation (encouragement of participation by villagers and local government officials) to the DAC program.

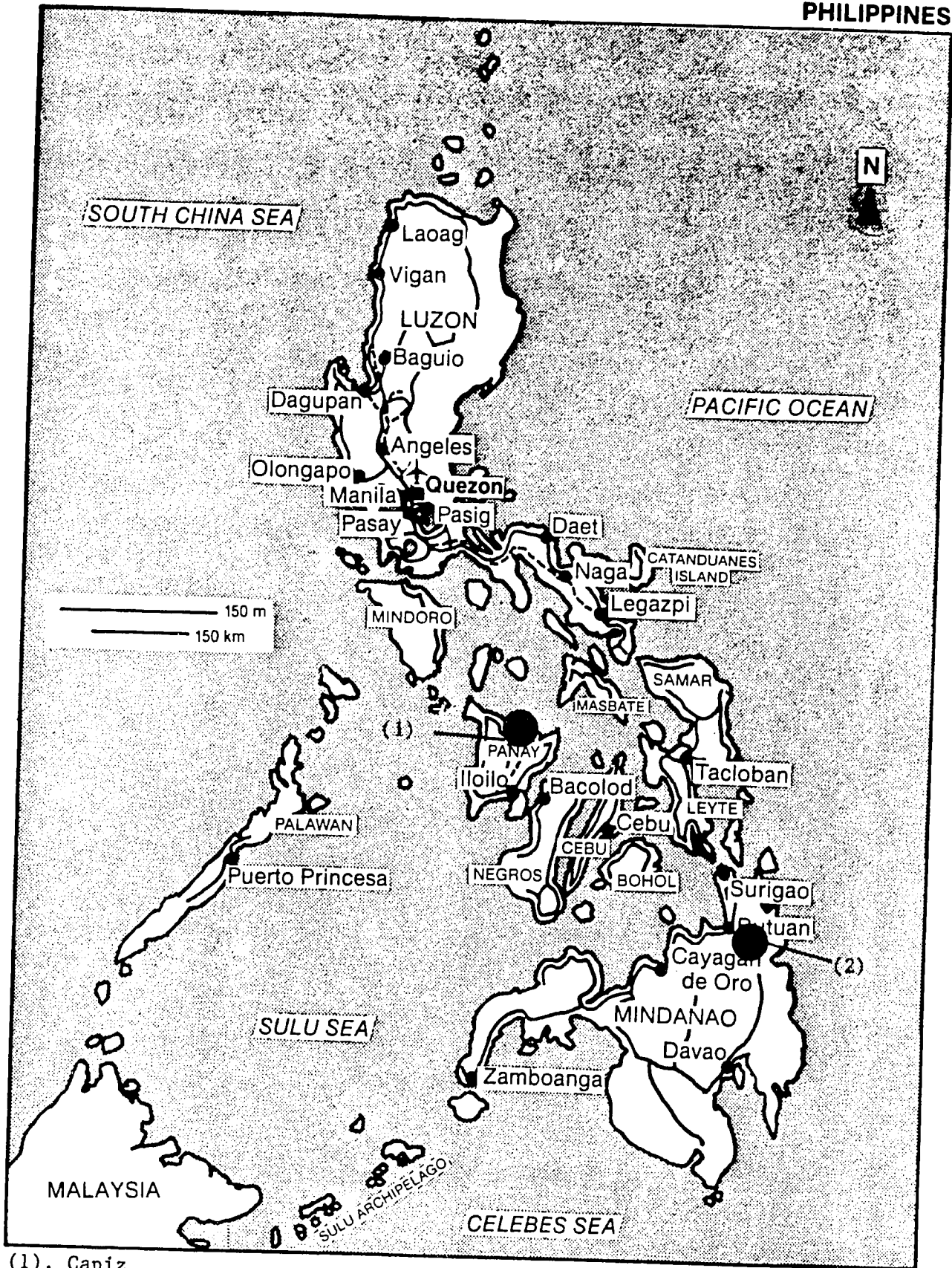
8.0 APPENDICES

8.1 Maps of Project Locations

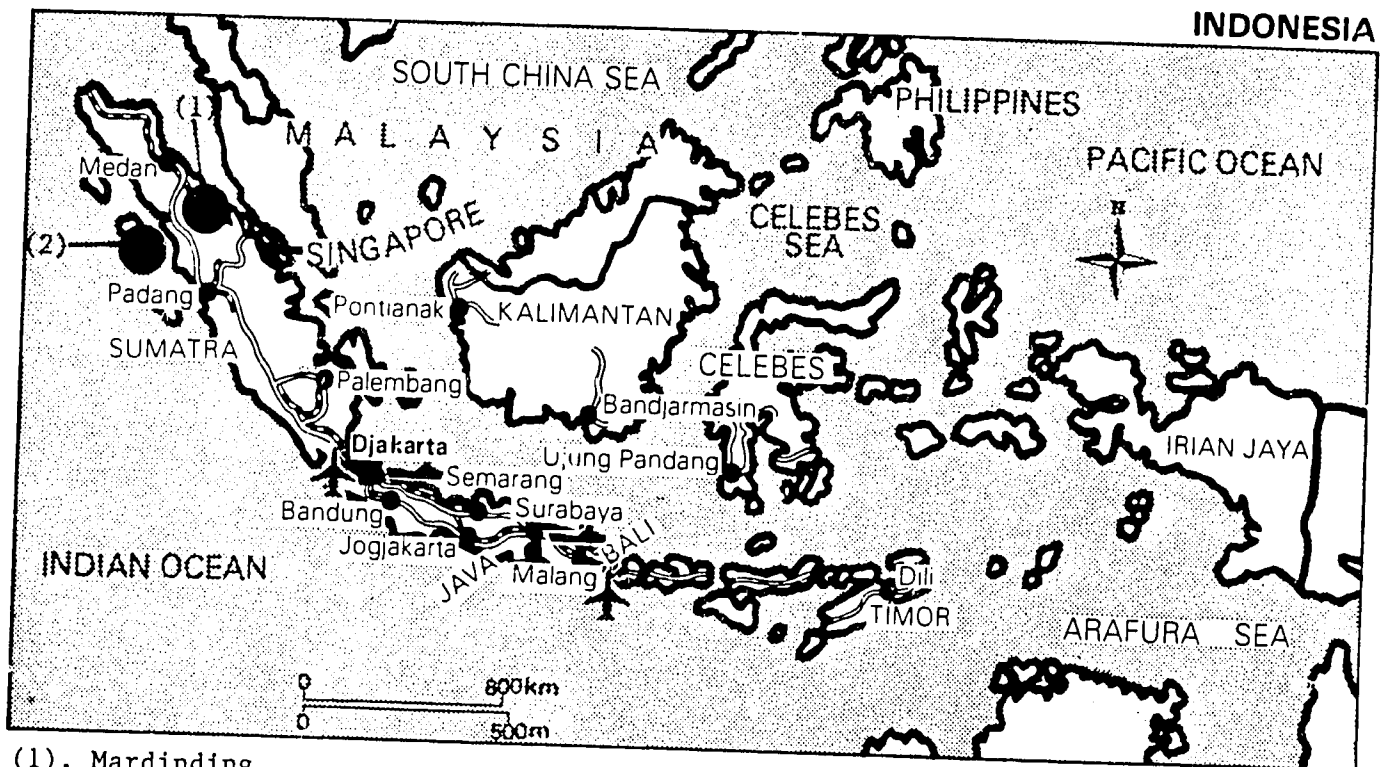
Attached are maps locating the currently operating Development Assisting Centers (DACs) funded by USAID in:

- The Philippines (2)
- Indonesia (2)
- Malawi (2)
- Zambia (1)
- The South Pacific
 - Papua New Guinea (1)
 - Fiji (1)

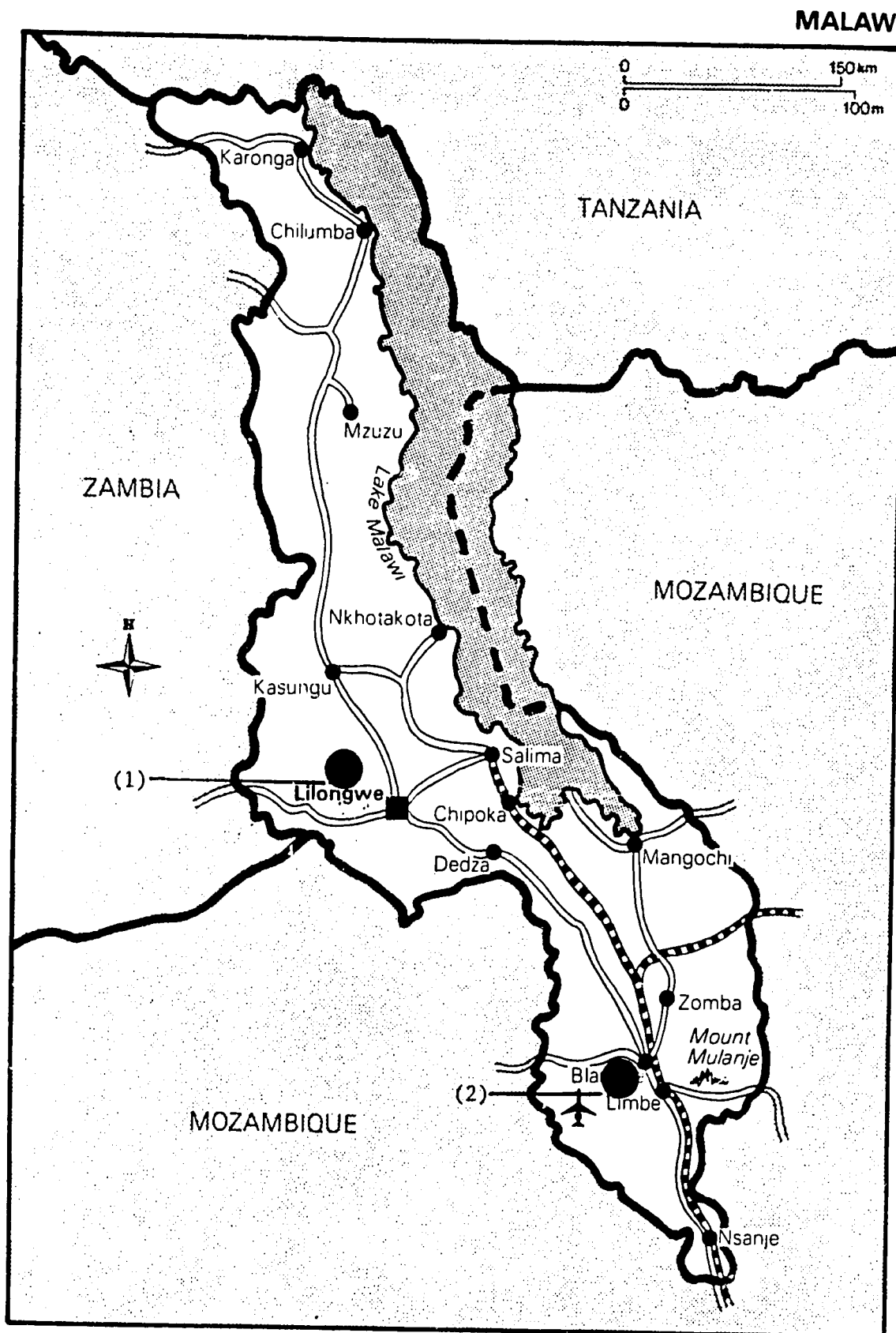
PHILIPPINES



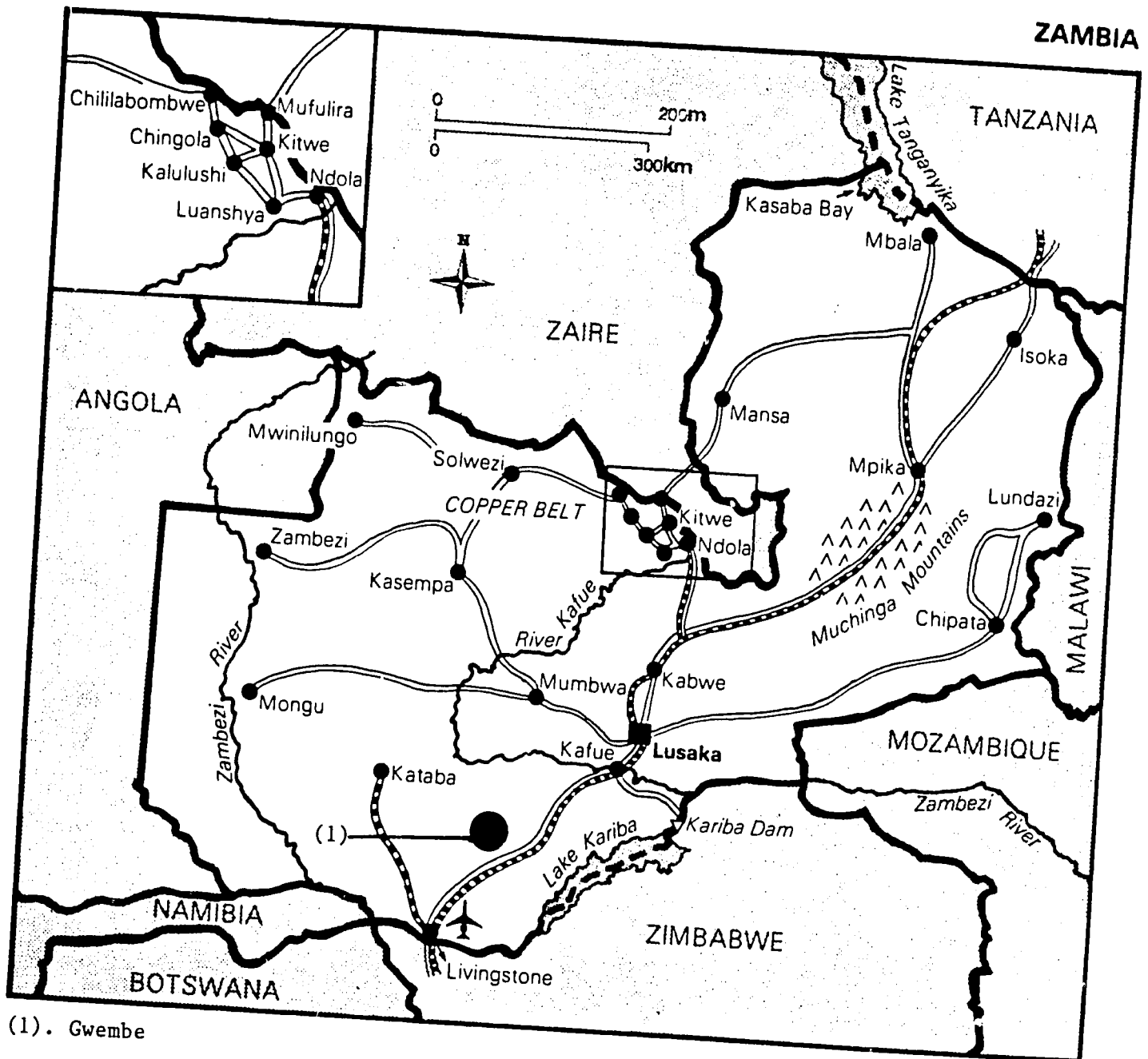
- (1). Capiz
(2). Surigo Del Norte

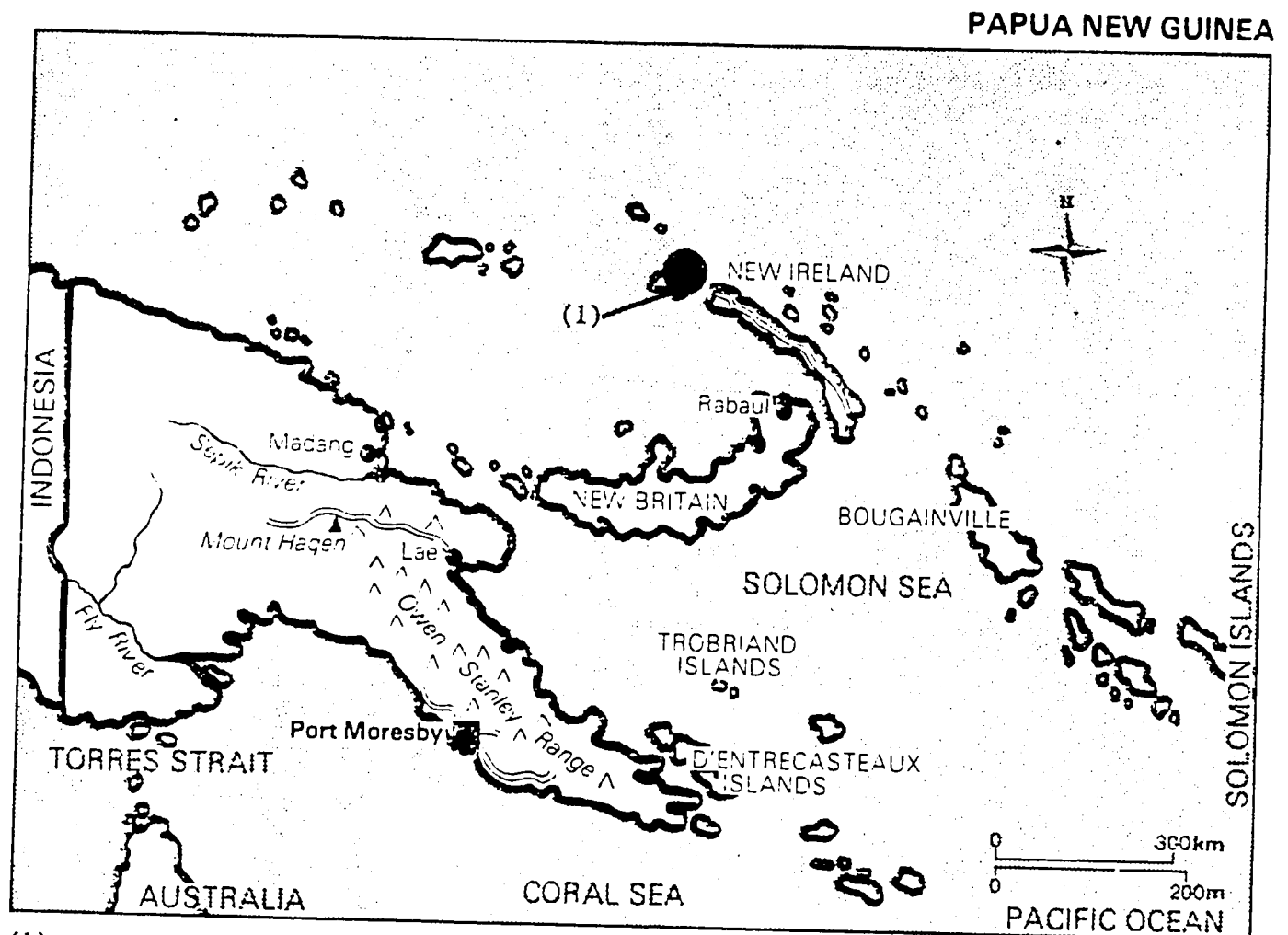


- (1). Mardinding
- (2). Nias



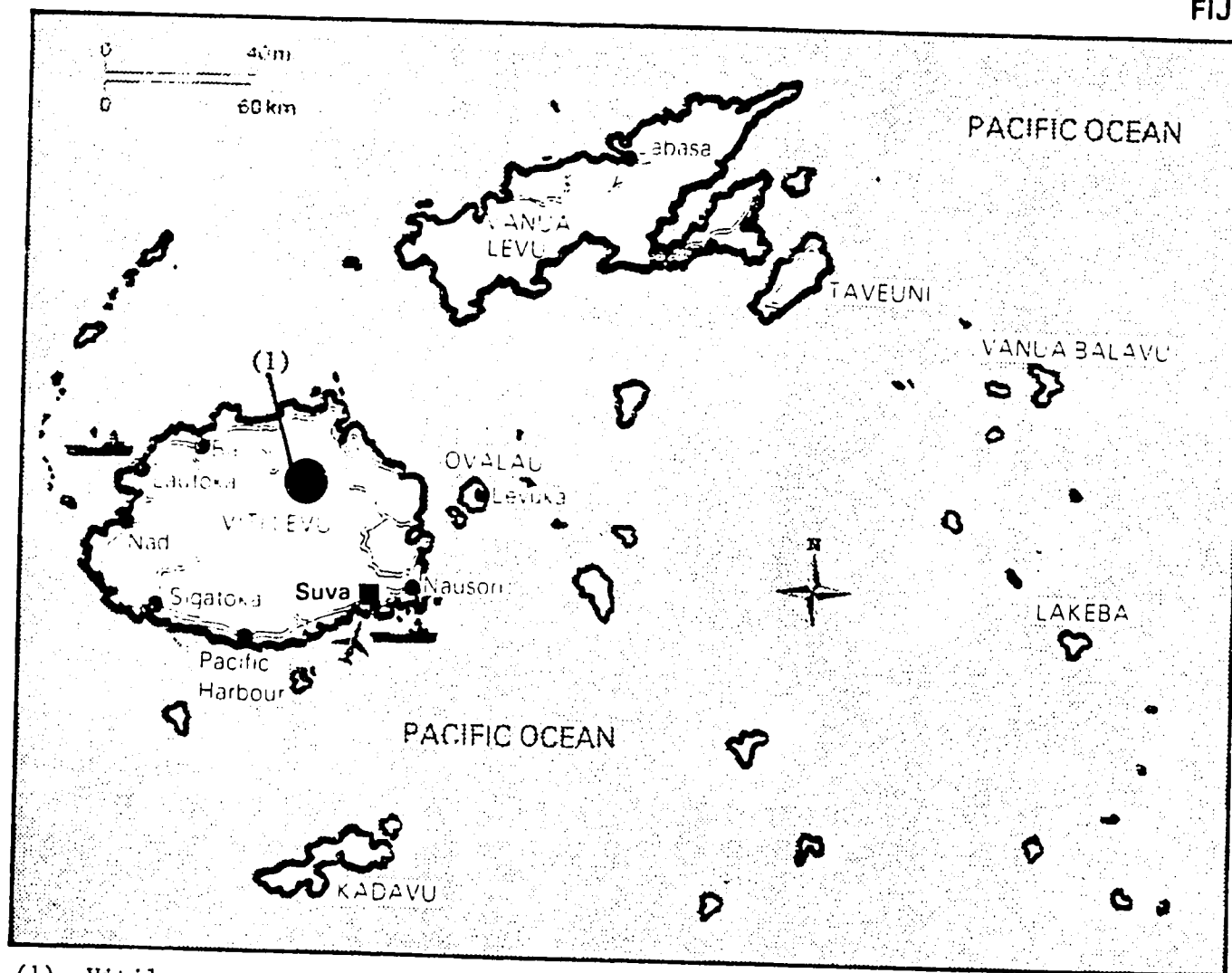
- (1). Kabudula
- (2). Chapanange





(1). New Hanover

FIJI



(1). Vitilevu

8.2 Institutional Development in the DAC Matching Grant

WVRO has had at the core of the DAC concept the desire to encourage, create and improve the institutional capabilities of the people involved in the DAC program. Our approach has been to nurture structural frameworks that produce results in communities. The focus has been on encouraging greater reliance upon private and voluntary efforts, rather than upon public institutions.

At the base of our institutional development approach has been the knowledge that the impact and sustainability of public sector investments can be significantly improved if local citizens assume a role in needs assessment, project design and implementation. It has been our experience throughout the DAC program that local participation is essential in adapting development priorities, designs and implementation strategies to particular contexts and in communicating local needs, constraints and priorities to planners.

In the case of the DAC matching grant program, this local involvement in the development process has enabled communities to provide a range of private resources (labor, materials, money and leadership) that have facilitated the developmental results. In some cases, we have seen community-level involvement contribute to the management and maintenance of new programs which have helped to defray recurrent costs.

The following case study is an example where institutional development has taken place in a significant way:

8.2.1 Background

The community of Bun-Od, with over 600 residents, is located approximately 30 kilometers over difficult roads from Roxas City in the Philippine province of Capiz on the island of Panay.

The DAC program in Bun-Od started as one of the earliest DAC pilot projects at the inception of the DAC program nearly three years ago. The community is now completely on its own, with a fully functioning community core group continuing to facilitate existing projects and establish new ones. All of these projects are community-funded; World Vision is no longer providing any inputs whatsoever to this community.

Since the beginning of the DAC project here, the community of Bun-Od has launched six significant community-wide initiatives and is beginning to launch a seventh private sector initiative. Each has been started and directed by the community core group.

8.2.2 Project Initiatives

The following initiatives are the result of community-level involvement of the core group in Bun-Od:

- a. **Sanitary Toilets:** Prior to this community initiative, nearly all of the residents of Bun-Od fell prey to frequent bouts of typhoid, diarrhea and cholera. This was the number one community concern expressed by the core group in the earliest days of their existence. Through the

construction of sanitary toilet facilities located far away from sources of drinking water, the community has not only been able to abate and control the spread of water-borne diseases, but also to minimize and control the spread of flies, mosquitoes and odor.

Seventy-nine percent of the community of Bun-Od now utilize sanitary toilet facilities. This end result exceeded the original goal of the core group by 26 families.

- b. **Community Sanitation, Pollution Control and Beautification:** In order to continue sanitation improvement in the community, the core group directed its attention to pollution control and beautification. In this initiative, the community planted vegetable, herbal and flower gardens; built fences to corral wandering domestic animals and livestock (chickens, pigs and carabao--water buffalo); maintained toilet facilities; and located potable drinking water.

Seventy percent of the community participated in and/or benefited from this initiative. The goal for the community participation was exceeded by nearly 50 percent.

- c. **Seed Loan (Rice):** During the floods which occurred during the significant typhoon season of 1984 and 1985, a great number of seed stores were lost, and it was necessary to replenish these stocks with certified hybrid seeds. The seed loans were to be repaid within two months, with collateral being anything in the house owned by the borrowers. The end result was that nearly 50 percent of the community was able to participate in the seed bank, which exceeded the original goal by nine families.

- d. **Water:** The provision of potable drinking water was a very significant concern during the early days of the core group's development. Over the course of the last three years, the community of Bun-Od has established one 200 meter artisan well, 26 jetmatic pumps and over 90 shallow wells. Seventy-four percent of the community of Bun-Od has been able to benefit from the completion of these wells. This exceeded the original goal of the core group by more than 20 families.

- e. **Multi-Purpose Building:** After the typhoon, the community met in one of the churches in the community. Because many of the residents of the community were not of the particular orientation of this church, some refused to come. It was felt that it was necessary to build a neutral, multi-purpose building to be utilized by all members of the community. The community, in building this facility, believed that it was clearly their own facility and not a facility provided specifically by World Vision. This has proven to be of significance in the ongoing development of the core group activities within the community of Bun-Od. The facility continues to be well-maintained by members of the community.

- f. **Swine Fattening:** Many of the pigs originally sold at market were of such a weight that it was difficult for the farmers to completely pay for their investment in the original cost of the pigs. In the course of participating in the swine fattening project, each participating family was required to build pens in which to house their swine. The capital cost of purchasing

the swine and building the fences was borrowed from the community loan bank at an interest rate of 10 percent, which was required to be paid back within six months. As of this writing, nearly 100 percent of all loans have been paid back in full. Twenty-five percent of the community was able to participate in this project. This 25 percent was exactly the goal initially established by the core group.

- g. **Farm Inputs:** This is the newest private sector initiative established by the core group of Bun-Od. At the present time, because of the low income of the community, the primary inputs provided to the community are in the area of seed, chemicals and fertilizers for agricultural use. The criteria and guidelines for the farm input program were as follows: (1) farmers with land, (2) farmers actively attending the meetings and seminars, (3) farmers who learn to utilize composting techniques, (4) farmers who agree to follow guidelines established by the core group and (5) farmers who agree to set aside a portion of their earnings for the next year's cropping.

The community of Bun-Od has been a shining example within the overall DAC program of how a community has been able to develop their own initiative to move ahead to deal with issues that have been consistent problems for their communities. We have seen within the Bun-Od situation that not only have the community residents appreciated the ongoing support of the DAC community development workers, but also have been very much encouraged by the approach taken by the community development workers to encourage leadership from within the community itself. This support and encouragement have proven to be a very significant input into the community projects.

8.3 New Projects

8.3.1 Zambia

During the final year of the USAID matching grant, a second DAC will be opened in Zambia, also in the Gwembe Valley region of the Southern Province. The project area is located approximately 190 kilometers south and east of the Munyumbwe project site. The target community encompasses approximately 45,000 people, and the focus of activity will be on agricultural improvement, water development, health improvement and improvement of the road and transportation network in the area. The activities planned for the first year will focus primarily upon the establishing of the DAC center and construction of the facilities which will be used for training and future activities of that center. Some project work is anticipated, but the short time available before May 31, 1987, will probably limit the project accomplishments of this center to a minimum level.

8.3.2 Papua New Guinea

Near the end of the second year of the matching grant, a new DAC was established in New Ireland province on New Hanover Island in Papua New Guinea. The principal activities to date have encompassed relationship building with community leadership and local government, as well as the collection of base-line data in the villages of this area. The beneficiary population numbers approximately 10,500 and the activities contemplated for this program include improvement of agricultural production techniques and management of agricultural activities. Particular focus will be placed upon income generation pertaining to the agricultural sector. It is also anticipated that health needs will be a major issue in this region including the provision of adequate water supply. Project activities will likely begin during the early part of calendar year 1987.

8.3.3 Fiji

The Development Assisting Center for Fiji is located in the Upper Wainimala Valley in the interior of the island of Viti Levu. The principal activities of this center during the second grant year have been the orientation of the DAC supervisor, the building of relationships with village leaders in 20 villages in Naitzsiri Province and discussions with local and national government officials. Some base-line data was collected.

Recruitment of village development workers began in late May 1986. During the final year of the matching grant, those workers will be trained and will begin work in the villages to plan small projects, including improvement in road conditions, agricultural production, nutrition and sanitation.

8.4 World Vision Evaluations of the DAC/Indonesia

In November 1985, the Evaluation Department of World Vision performed an internal evaluation of the DAC program in Indonesia. The specific target of this evaluation was the Gunung Sitoli Development Assisting Center on Nias Island, off the coast of Sumatra.

The first document here, "Implementing the Development Assisting Center (DAC) Concept in Indonesia," addresses the comparison between the COLT concept and the DAC concept. The impact of the latter concept in Indonesia seems to support the conclusion that the DAC idea is a significant improvement upon COLT.

The second document, "Gunung Sitoli DAC, Nias Island, Indonesia," is focused upon two projects within the DAC and is designed to supplement the first document.

World Vision was assisted by James M. Pines in the evaluation. Mr. Pines had previously evaluated the COLT matching grant program for World Vision.

IMPACT EVALUATION REPORT



Implementing the
Development Assisting Center (DAC) Concept
in Indonesia

Evaluation Department
World Vision International
November 1985

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EXECUTIVE SUMMARY
IMPACT EVALUATION REPORT
IMPLEMENTING THE DEVELOPMENT ASSISTING CENTER (DAC) CONCEPT
IN INDONESIA

NOVEMBER 1985

This evaluation was designed to show how the Development Assisting Center (DAC) approach to community development differs from the Community Leadership Training (COLT) approach in practice. In particular, five aspects of the comparison between the two approaches were reviewed.

1. Is there increased contact and closer involvement with community people to bring about sustained and positive impact on them? Continued presence of the Village Development Worker (VDW) among the people has encouraged closer relationships, although it is too early to tell whether this will increase the typical rate of community change. It was concluded by the evaluation team that the present PPF procedure may hinder the VDW in developing relationships to facilitate self-directed change.
2. Is there a more permanent service system to provide greater continued reinforcement of development impact? The basic insight that VDWs need regular training, supervision, and support is confirmed by the observations and interviews conducted by the evaluation team. Detection and solution of problems is occurring more rapidly, and morale is good.
3. Is there more effective follow-up of village people trained in specific knowledge and skill? VDWs have assisted villagers who have received technical training to apply that training to make actual improvements in the community. This is consistent with the DAC approach.
4. Is there training of field staff in technical areas relevant to needs of village people? The VDWs need to learn how to identify gaps in technical knowledge in the communities that they serve, and how to fill those gaps by using available resources.
5. Is there encouragement of self-help projects and promotion of self-development? The VDWs exhibit a healthy desire not to rely on World Vision material assistance as a crutch. Their requests have been modest, which is consistent with an emphasis on facilitating self-sustaining development.

Although the young VDWs currently employed are doing useful things and achieving desired results among interested individuals, they are not yet building the self-sustaining community development organizations intended by the DAC approach. This underscores the need to review specified qualifications and recruitment procedures for VDWs.

A visit to the DAC at Gunung Sitoli on the island of Nias, extensive interviews among World Vision and partner agency staff, and review of written materials on the DAC concept contributed to conclusions and recommendations.

Two qualifications limit the generalizability of the findings. First, field staff in Indonesia continue to receive initial training for 4 1/2 months in the Jakarta training center established under the COLT program. A DAC which uses a different model for initial training of field staff may show different results. Second, one DAC setting provides a limited basis for generalizations about the concept or application of it in Indonesia. (A separate impact evaluation report is available which describes the application of the DAC concept in Gunung Sitoli in detail.)

The evaluation team concluded that the Gunung Sitoli DAC incorporates well the essential features of the DAC approach. Observation of the communities indicated that the high mountains, poor accessibility to communities, and rainy climate are limiting the number of communities that can be served effectively by the VDWs.

The following recommendations were made.

The number of communities allocated to each individual VDW be determined according to the geographical and climatic conditions. In a situation like Gunung Sitoli, initially each VDW should work with only three or four communities.

Characteristics of outstanding VDWs be reviewed to identify common elements useful for establishing selection criteria and guiding training.

When VDWs differ in age and gender from advisors traditionally accepted by local people, they should be exceptionally efficient and skillful in areas which the local people perceive as helpful.

Technical training be made available for the VDWs on a regular basis as a follow-up to training received at the Jakarta Center. Training should meet identified needs for the respective areas of work. Incorporating World Vision's view on Christian development and emphasis on changing values will help the VDWs have more long-term impact.

DAC plans include activities likely to achieve full community economic support of VDWs by the end of the World Vision support period.

Training alternatives be reviewed to find the one most effective for making VDWs capable of recognizing technical problems and identifying resources useful for their solution.

Training of VDWs familiarize them with available government resources and services, and encourage linking them with DAC activities.

DAC projects not funded under AID grants include funds for unspecified activities which can be obtained quickly by VDWs.

PPF procedures be used for larger projects in the DAC area, so that VDWs are not encumbered in responding to immediate needs to facilitate development.

DAC project agreements include commitment by partner agencies to continue support, except for funding VDWs, and that World Vision agree to finance activities to assure partner agency capacity to meet such commitments, if necessary.

The DAC reporting system distinguish between initial adoption of new practices and more permanent maintenance of them.

The feasibility of using sponsorship of VDWs as a way of raising funds and supporting DAC's be explored with Support Offices.

All DAC documents and related PPF's identifying value change goals specify at least one change precisely.

World Vision and partner agencies agree upon methods for introducing VDWs into communities that reduce likely resistance, encourage self-help, and build informed support among community leaders.

Early initiation of tangible project activities in many different sectors not be emphasized, so that attention can be focused on facilitating pre-requisite changes in values and attitudes.

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**IMPACT EVALUATION
REPORT**

**IMPLEMENTING THE DEVELOPMENT ASSISTING CENTER (DAC) CONCEPT
IN INDONESIA**

Evaluation Date : November 1985

Please direct inquiries regarding this report to:

Nanda D. Dissanayake, Associate Director, Impact Evaluations

This report reviews the Development Assisting Center (DAC) concept as applied in Indonesia. Since DAC modified an existing Community Leadership Training (COLT) "change agent" activity, the report emphasizes implications of these modifications for program impact. The evaluation was designed to show how the DAC approach to community development differs from the COLT approach in practice.

A visit to the DAC at Gunung Sitoli on the island of Nias (province of North Sumatra), extensive interviews among World Vision/Indonesia and partner agency staff, and review of World Vision International (WVI) materials on the DAC concept contributed to conclusions and recommendations. Indonesian political sensitivities limited opportunities for data collection in DAC area villages, but observation during informal discussions provided useful information.

The evaluation team of nineteen people was facilitated by Nanda Dissanayake (WVI Evaluation Department), Ben Chitambar (WVI Field Development Division), and James M. Pines (Consultant). The team members represented WVI operations staff, DAC project staff, Amin Church (partner agency for the Gunung Sitoli DAC), Village Development Workers, and villages participating in the Gunung Sitoli DAC project. This report is based in large part on a report submitted to the WVI Evaluation Department by James Pines.

Because DAC in Indonesia continues to train change agents initially in the four and a half month program of the Development Training Center in Jakarta, conclusions may not be valid for country DAC programs using other training models. One DAC setting provides a limited basis for generalizations about the concept or application of it in Indonesia. (A separate evaluation report is available which describes the application of the DAC concept in Gunung Sitoli in detail.) The report therefore presents a broad brush review, emphasizing problems that seem to be inherent in the concept and can be expected to recur in other DAC's in Indonesia and elsewhere. Conducting evaluation during the early stages of DAC implementation makes it possible to identify any major deficiencies before they become institutionalized. The concept remains fluid and staff of WVI and WV/Indonesia exhibit a healthy concern to improve theory and practice.

WHAT IS THE CONTEXT FOR IMPLEMENTING DAC?

Background information on Indonesia is included in Appendix I. This section describes the highlights of the process which led to the present DAC concept.

During the period FY76-79, with the assistance of a USAID grant, World Vision was able to expand significantly its capabilities and understanding of "grass-roots" community development, and to initiate a number of community development projects in Third World countries. This was a part of the planned change in assistance from institutional childcare to more holistic development.

In FY78 the Community Leadership Training (COLT) program idea was formulated during an extended training seminar conducted by the International Institute of Rural Reconstruction in the Philippines. In 1979 the COLT program was initiated in the Philippines, Thailand, and Indonesia to train key village leaders to better identify the needs of their own communities and to design

and manage development projects that best meet those needs. Training took place in a national training center.

In FY82 Pines conducted an evaluation of the COLT program. Fourteen recommendations were included in that evaluation report (see Appendix II). Based on the findings and recommendations in that report, the following needs were formulated.

Increased contact and closer involvement with community people to bring about sustained and positive impact on them.

A more permanent service system to provide greater continued reinforcement of development impact on the people.

More effective follow-up of village people trained in specific knowledge and skill (and review of training content to ensure its relevance).

Training of field staff in technical areas relevant to needs of village people.

Encouragement of self-help projects and promotion of self-development so as to enable people to move ahead towards standing on their own feet.

As an outgrowth of COLT, the DAC approach continues to emphasize grass roots training as the key to initiating village level community development projects. The planned changes in training from COLT to DAC can be summarized as follows.

Under DAC, training is conducted continuously with the same people as development unfolds in each community. In COLT, training tended to be a one-time operation for people. In Indonesia the initial training is done during four and a half months at the Jakarta training center established during the COLT program. The training continues with a minimum of 10-15 days of orientation, followed by at least two days of training per month, regular contact between the DAC Coordinator and each VDW between in-service training days, and one meeting per month for all VDWs.

In DAC, the curriculum is determined as conditions in the village change needs for training. In COLT, training was done with a standard curriculum.

WHAT ARE THE BASIC COMPONENTS IN THE DAC STRUCTURE?

The DAC program is supported by a USAID matching grant for three years beginning June 1984. The DAC structure includes three basic components: the Development Area, the Development Assisting Center which is managed by a DAC Coordinator, and a group of Village Development Workers (VDWs).

The Development Area is a geographical region that may include as many as 100 villages. Within the Development Area clusters of eight to ten villages (settlements) are identified.

The Development Assisting Center is a World Vision office which serves as a training center and meeting place. It is located within or near the Development Area, and is intended to be a small, simple, village-style building which is in keeping with the local conditions and environment. The functions of the

Center are to orient and continuously train the VDWs, deliver technical and management skills to village people and World Vision partners, and serve as a project post office.

Six to ten Village Development Workers (VDWs) work in the Development Area. Each VDW oversees the development work in eight to ten villages. Each VDW lives in or near the assigned cluster of villages. The basic function performed by the VDW is to help villagers in developing the skills necessary to manage their own development. To perform this function, the VDW is to become a friend, a companion, one in whom villagers have confidence and trust. The VDW is to arrange contacts between villagers and beneficial resource people, to encourage, to stimulate and motivate.

HOW IS ONE DAC BEING IMPLEMENTED IN INDONESIA?

At the time of this evaluation, there were two DAC projects in Indonesia, Gunung Sitoli on Nias Island and Mardinding. Illustrations of how DAC is being implemented in Indonesia are based on a site visit to villages in the Gunung Sitoli DAC.

A. Geographical Area Defined

The geographical area for the Gunung Sitoli DAC has been defined, and clusters of villages have been identified as suggested by the DAC approach. Travel to remote villages was very difficult for the team, given narrow foot trails in the hills and heavy rains. This has implications for the amount of flexibility permitted in identifying clusters of villages.

The word "center" in Development Assisting Center (DAC) may convey a misleading impression, since it refers only to the office of the Area Coordinator and not, as might be suggested, to a building with various activities. DAC has the advantage over COLT of not leaving an often-expensive building and operation for government, a community, or some private agency to maintain after WV funding ends.

B. Village Development Workers Selected

The Amin Church, with 15,000 members on Nias Island, agreed late in 1983 to serve as WV/Indonesia's partner agency for a DAC project. After discussion and negotiation, the two signed a project agreement in October 1984. Two female change agents, transferred from sites outside the Development Area, had started work the previous month. Three males were added in March 1985, and four recent graduates from the COLT center in Jakarta, all from Nias, arrived in November 1985. Although two candidates left training, there have been no defections among the VDWs who started working. They range from 22 to 28 years old, and their Area Coordinator is 31.

C. Field Staff Training and Supervision Modified

DAC led WV/Indonesia to systematize training, supervision, and support of VDWs and to view them as a collective development resource rather than, as formerly, treating them as isolated individuals laboring alone in a single village.

DAC in Indonesia has not yet affected initial training of the VDWs. They have continued to be trained in the Jakarta COLT center for four and a half months. There are plans to try training in the Development Areas, with three six-day sessions separated by two two-month supervised field experiences. If these plans are implemented, the effects can be compared to the effects of using the original COLT model.

DAC involves far more training, supervision, and support than earlier activities under the COLT model. The Area Coordinator visits each VDW at least bi-weekly and all VDWs assemble monthly to discuss common problems. An annual one-week refresher course supplements training held during monthly meetings.

More information about DAC activities is required on a regular basis than was required under the COLT model. The Gunung Sitoli DAC has been complying with the information requirements reasonably well. Staff members who were interviewed, however, expressed considerable resentment about "too much paperwork."

World Vision/Indonesia staff differ about the value of the reporting system suggested by the Field Development Division. Some interpret the requirements rigidly, though FDD acknowledges that the format is only an example. At the Gunung Sitoli DAC, the daily and monthly forms have been modified slightly and are being used effectively to help the VDWs assess their progress and identify job problems. The Area Coordinator prepares a monthly report based on summaries made by the VDWs from their journals. The reports emphasize activities rather than results, understandable in the program's early stages, but they can also provide impact data eventually.

The VDWs maintain a daily activity report which they submit to the coordinator every two weeks. These reports list the villages they visited, purpose of visits, contacts made, time spent, activities carried out, and their comments. The coordinator receives these fortnightly reports and studies them, discussing with the VDWs any issues needing attention. He then submits a monthly report to the partner agency and discusses relevant issues. These reports then are sent to the following places by the partner agency:

- a. The Area Manager World Vision International Indonesia
- b. Government: - Department of Social Affairs
 - Department of Home Affairs

The Area Manager submits a report to the Finance Department. The reports that are submitted to World Vision International Indonesia by the Partner Agency contain more detailed information than reports that go to the government departments. The information is then forwarded to the Asia Vice President's Office in the normal reporting system (Monthly, Quarterly, and Annually).

D. Self-Help Emphasized

The DAC approach anticipates that, when WV funding ends, the partner agency will assume funding of the Area Coordinator, and that communities will support their VDWs. Sponsorship of VDWs might be a useful transition

measure toward community assumption of support. Though less clear, DAC also anticipates that WV project funds will be replaced by other external sources of funds or result in self-sustaining activities. The use of revolving funds, for example, is viewed as an important technique for VDWs to initiate later in the development process.

The DAC emphasis on motivation of value change in individuals and mobilization of community effort is consistent with viewing projects primarily as the means for institutionalizing longer-term value changes that produce self-sustaining development. DAC resembles many other community development approaches that emerged from recognition that change agents need supervision, material support, and continued training. The concept provides a consistent and logically sound theoretical framework for development efforts. Although execution, if early experience is an indication, presents various problems, the theory accords with generally accepted community development practice.

E. Technical Training Needed

Although the Gunung Sitoli VDWs are well trained in comparison with typical community development change agents in this part of the world, observations and interviews indicate that the VDWs lack necessary technical knowledge. The project activities may leave little permanent impact because of technical inadequacies and the fragmented approach to planning. Improving health and nutrition permanently, for example, requires far more consideration of the multiple causes of problems and ways to deal with them than included in the projects currently contemplated. Increased knowledge of new approaches to treatment of infant diarrheal disease, for example, would have improved project impacts dramatically through modest feasible activities.

F. Villager Training Followed Up

VDWs have visited with villagers who have received training in order to help them apply what they have learned to improve their situation. Fencing the pigs to reserve space for cultivating vegetables is a good example of an application of what was taught in the Health and Nutrition program.

G. Closer Involvement Initiated

DAC is more community-based than COLT, emphasizing facilitation of group response to community problems rather than training of interested individuals. This facilitation requires time to build relationships and encourage changes in values and attitudes before community projects can be designed and implemented by the community. The USAID matching grant, by specifying the number of projects expected from each DAC area, stimulated premature pressure to initiate projects in Indonesia. WV/Indonesia staff emphasize that projects are best started only after a community has demonstrated, by new values and attitudes, readiness to undertake them.

Indonesia also indicates that moving from COLT to DAC need not complicate program management. WV branch managers work closely with the partner agency coordinator, who maintains a close relationship with the area

coordinator. The coordinator's continued involvement with the VDWs, and the monthly meetings, encourage early detection of and response to problems.

WHAT ARE THE CONCLUSIONS?

With only two DACs functioning, Indonesia's pilgrimage from COLT to DAC has barely begun. The concept has been accepted and institutionalized. Finding partner agencies, reaching agreement about sites and staff, and finding suitable VDWs and supervisors for new areas, take time. Other than expanded staffing and reporting requirements, there are no special obstacles to implementing DAC.

The Gunung Sitoli DAC incorporates well the essential features of the approach. They make more likely the motivation and organization process that is often a requisite for lasting development, but do not alone assure it. When communities are ready to help themselves, they still need technical and material support to bring about permanent improvement in their living standards.

Focus on one or two priority value changes may be more useful than the current emphasis on a holistic approach that purports to address many different aspects of community life early in the development process. As values change, the broader concerns can be addressed more effectively.

It is the opinion of the evaluation consultant that the time has come to allow DAC to unfold for a while without new rhetoric. Ironing out the inevitable problems and achieving measurable impact will take more time than WVI documents anticipate.

A. Geographical Focus

According to the proposed design of the DAC concept, a VDW will work with 8-10 individual communities within a given geographical area. Observation of the communities in the Gunung Sitoli DAC program indicates that implementing proposed programs in areas with high mountains, poor accessibility to communities, and rainy climatic conditions are subject to extreme difficulties. Effectiveness of VDWs may be seriously reduced if there is no flexibility in determining the size of village clusters.

B. VDW Selection

Indonesia's many and diverse languages and cultures affect implementation and impact of the DAC concept. The illiteracy and low education levels typical of rural Indonesia influence both the characteristics of the VDWs, who come mostly from the areas they work in, and the development possibilities of the people. Poor transportation and communication make the work more difficult. Generalizations about receptivity to development are impossible, since groups vary widely, and program plans must be tailored to local conditions.

The partner agency's DAC Program Director acknowledges some early problems in helping communities understand the role of VDWs (a common problem in community development), though they have now been resolved. He indicated that the women VDWs have had difficulties being accepted as facilitators because of the island's traditions, though fewer than local women would

probably have had. Young VDWs are not readily accepted by their elders, but some have established credibility by demonstrating skills. Involving parents of a few VDWs has also proved helpful. Criteria for selection of the VDWs seem vague, though Church membership, motivation, and willingness to work appear paramount. All are literate and their completion of the rigorous training program has served as a useful screening device.

Although the Gunung Sitoli VDWs are impressive, it is not clear that their youth will allow them to play the broad motivation and catalyst roles among village leaders contemplated in the DAC approach. They are doing useful things and achieving impact among interested individuals, but they are not yet building the self-sustaining community development organizations implied by the DAC approach. This emphasizes the need to review qualifications, recruitment possibilities, and likely impact of other potential VDWs, such as mature males. Accepting the current situation may be best, but this should not be decided without reviewing alternatives.

Selecting VDWs from the areas where they will work, especially if training is provided nearby, minimizes problems of long-term commitment of outsiders to village living. If communities eventually assume responsibility for support of VDWs, the position can become a long-term employment with good advancement possibilities.

C. Training and Supervision

Indonesia's pending experiment with on-site training should be watched carefully. If VDW skills and effectiveness are not substantially less after this training, compared with the 4 1/2 month COLT training model, then this would reduce costs. Trading training time for increased supervision often improves cost effectiveness.

The Indonesia DAC experience already confirms the advantages of bringing VDWs together regularly. Their morale improves and the detection and solution of problems accelerate. More specifically, bi-weekly visits by the Area Coordinator and monthly meetings of the group appear to provide useful reinforcement. This lesson confirms the basic insight that change agents (VDWs) need regular training, supervision, and support.

D. Self-Help

The VDWs exhibit a healthy desire not to rely on World Vision material assistance as a crutch. Their requests have been modest and they seem very committed to giving priority to local resources.

The Indonesia model suggests that the DAC is a good administrative model and theoretical approach for doing holistic development. The increased concern for individual, family, and community value change, accompanied by reduced emphasis on WV-funded projects, lowers the World Vision profile and encourages emphasis on self-help.

Asking "What will happen when WV funding ends?" in Indonesia emphasized the need to express goals in terms of self-sustaining development from the beginning. A literacy class or feeding program, for example, achieves little lasting impact unless it continues after WV money ceases. This problem is not unique to DAC, but the new approach anticipates permanent value change and post-WV progress as paramount outcomes. For example,

VDWs must give high priority to generating their own support from villagers or, unlikely in a few years, bringing the community to a point where it can function effectively without them.

E. Technical Training for VDWs

Holistic development requires unrealistic, perhaps unattainable, technical competence among field workers. It was the opinion of the evaluation consultant that World Vision has not yet solved this problem. The Gunung Sitoli VDWs, though well trained in comparison with typical community development workers from other agencies, were over their heads technically.

The current roles of VDWs involve them in so many activities that they cannot possibly acquire necessary technical skills in all. This has important implications for training. The VDW needs to learn how to identify gaps in technical knowledge and how to fill them by using available resources. The Indonesia VDWs, like many change agents in other countries, frequently serve as catalysts and not as doers. The specific activities included in this role are often difficult to identify, as are the outcomes attributable to them, but self-sustaining community development is generally assumed to be achieved more effectively this way.

F. Follow-up of Villagers Trained

The knowledge gained from training received in health, nutrition, agriculture, etc. may not have much influence on the lives of the people if not followed up by the VDWs. The communities observed in the Gunung Sitoli DAC program illustrate the good results that can be obtained when training has been followed up by the VDWs.

G. Closer Involvement

Partner agencies with previous community development experience, as in Indonesia, will be "comfortable" with the DAC model, while those with more paternalistic concepts will need considerable orientation and may still resist the approach. The DAC concept can screen partner agencies, helping to eliminate those who view WVI primarily as a funding source and are wedded to other development styles.

Review of the PPF's generated by DAC in Indonesia supports the conclusion that DAC, at least initially, does not easily produce typical WVI projects. Good projects may be expected eventually, but the DAC approach and administrative simplicity would be better served by giving area coordinators speedy access to modest undesignated funding, to be made available without formal PPF's. For example, VDWs need to be able to pay an instructor on short notice. The PPF process should be reserved for larger, more complex efforts.

Among lessons learned, the limited relevance of the PPF procedure for DAC in the early stages of implementation looms large. The new approach views projects as incidental to the broader value change process, an emphasis quite different from that implied by presentation of the PPF. Presentation of projects will be more important as communities supported by a DAC mature, but during early stages the PPF requirement distorts emphasis and gives a misleading impression of what VDWs are actually doing.

The Indonesian approach produces little dependency, especially if villagers eventually assume support of the VDW. Continued presence of the VDW among the people has encouraged closer relationships, though it is too early to tell whether these translate into increased rates of community change. Unless the "readiness" of communities is clearly comparable (a difficult assessment to make), effectiveness of alternative approaches can be judged only after review of many applications.

The Indonesia review emphasizes the need to be more specific about the kinds of value changes expected to take place. National staff offered examples, such as men sharing more in women's work and villagers cooperating more effectively, but it is not clear that these changes had been sought explicitly, nor have staff identified indicators for measuring them. More precision in these matters would improve program focus and encourage more useful reporting. The FDD's suggested reporting system emphasizes "changes in practices," without clarifying the duration of change. Distinguishing initial adoption from continued practice would help VDWs monitor their work more effectively and make impact information more accurate.

Interviews in Indonesia generated surprisingly little comment about a spiritual context for motivation and development, perhaps because the Christian orientation is taken for granted. The Amin Church coordinator said it was too early to expect spiritual impact and, with such an active church, it is not clear how such impact might be manifested and measured. Though the conclusion is very tentative, WVI may wish to take special steps to assure that training of VDWs incorporates the desired spiritual approach more effectively.

Indonesia also furnishes a lesson, though evidence is thin, that introduction of the VDW to the community is a critical step in the DAC process. Interviews revealed some divergence, with discontent, between community goals and VDW goals. The partner agency's goal expectations also differed from those of VDWs, though the two perceptions are now merging. VDWs must be introduced carefully under auspices likely to favor positive results and realistic expectations. Villagers need help in understanding the new role and in realizing that the change agent is not a bearer of gifts. The Amin Church Coordinator exhibits good understanding in his presentations of the new workers to their communities.

The DAC approach emphasizes changing values, but the Indonesia experience suggests that this aspect of the program needs continued attention. The VDWs have addressed values, but with little explicit recognition that value goals are equally or more important than tangible results. The WV Branch Manager said, "We don't do as much with these goals because they're too hard to measure." Discussion clarified that measurability should not be a criterion for selecting goals and also showed that the group could easily identify indicators and relevant information about them. The VDWs need help in resisting the temptation to concentrate on activities that produce more rapid and visible results.

The inherent contradiction between professing to identify goals with the community and simultaneously seeking to change community values offers another important lesson. DAC needs to distinguish more carefully between

"the community" and groups within it that share World Vision's value concerns. Most change agent activity is conducted with interest groups from the community rather than with the broader group.

In summary, the DAC concept must be viewed in the context of Indonesia and World Vision involvement there. DAC's will be implemented through Christian church partner agencies, in areas with many Christians, but the dominance of the Muslim religion and culture in Indonesia remains an important part of the context. This traditional culture and the related colonial history produced a fatalism and dormancy that make the motivation and organization efforts of the DAC community development approach often a requisite for any other development efforts.

Indonesia offers a relatively favorable political and economic context for the DAC approach. Political polarization that makes development difficult in some fields is absent, and economic conditions are more prosperous than in most of the developing world. Widely distributed land ownership in most of the country also encourages more participatory local development efforts and the Government accepts and supports community participation.

DAC in Indonesia also benefits from the presence of well-trained and experienced WVI national staff. Their knowledge and skills have produced a coherent and well thought out conceptualization that, though still in initial stages of implementation, shows considerable promise. The World Vision/Indonesia DAC model should not be followed blindly, since much of it stems from local history and conditions, but it illustrates well the strengths and limitations of the DAC concept.

WHAT ARE THE RECOMMENDATIONS?

It is recommended that the number of communities allocated to each individual VDW be determined according to the geographical and climatic conditions. In a situation like Gunung Sitoli, initially each VDW should work with only three or four communities in order to be effective.

It is recommended that characteristics of outstanding VDWs be reviewed to identify common elements useful for establishing selection criteria and guiding training.

It is recommended that when VDWs differ in style from advisors traditionally accepted by the local people, they should be exceptionally efficient and skillful in areas which the local people perceive as helpful.

It is recommended that technical training be made available for the VDWs on a regular basis as a follow-up to training received at the Jakarta center. In each case, training should be designed to meet the identified needs in the respective areas of work. Incorporating World Vision's view on Christian development and emphasis on value changes will help VDWs have more long-term impact.

It is recommended that DAC plans include activities likely to achieve full community economic support of VDWs by the end of the World Vision support period.

It is recommended that training alternatives be reviewed to find the one most effective for making VDWs capable of recognizing technical problems and identifying resources useful for their solution.

It is recommended that training of VDWs familiarize them with available resources and services of Government, and encourage linking them with DAC activities.

It is recommended that DAC projects not funded under AID grants include funds for unspecified activities, which can be obtained quickly by VDWs. Although fiscal accountability must be maintained, the DAC approach requires short-term flexibility in determining what community activities can be supported.

It is recommended that the PPF procedure be used for larger projects in the DAC area, so that the VDWs are not encumbered in responding to immediate needs which require small amounts of funding.

It is recommended that DAC project agreements include commitment by partner agencies to continue support, except for funding VDWs, and that World Vision agree to finance activities to assure partner agency capacity to meet such commitments, if necessary.

It is recommended that The DAC reporting system distinguish between initial adoption of new practices and more permanent maintenance of them.

It is recommended that the feasibility of using sponsorship of VDWs as a way of raising funds and supporting DAC's be explored with Support Offices.

It is recommended that all DAC documents and related PPF's identifying value change goals specify at least one change precisely. The project description should include key indicators of the value change, and plans for collecting information on the key indicators.

It is recommended that World Vision and partner agencies agree upon methods for introducing VDWs into communities that reduce likely resistance, encourage self-help, and build informed support among community leaders. In particular, the community should not view the VDW as a source of funds.

It is recommended that early initiation of tangible project activities in many different sectors not be emphasized. Up to two years may be required to facilitate the value changes addressed by the DAC concept which are a prerequisite for holistic development. DAC goals should be specified that are realistic in relation to community and VDW characteristics, and are consistent with the stage of development.

APPENDIX I

BACKGROUND INFORMATION ON INDONESIA

History:

Indonesia was a Dutch colony from mid-seventeenth century to 1800 and under the Dutch crown from 1800 to 1949, except for 1942-45 under the Japanese occupation. It received independence in 1949 and has a military form of government.

Population, Area, and Major Cities:

The population of Indonesia in 1980 was 149.6 million, the fifth highest in the world and the third largest country in Asia. The country consists of 13,667 islands, of which only about 1000 are inhabited. Java, Sumatra, Sulawesi, Kalimantan, and Irian Jaya are five major islands which also account for 90% of the land area. Jakarta is the capital as well as the center of national life. Indonesia is the most highly volcanic region in the world with over 100 active volcanoes.

Climate:

Indonesia has two seasons, wet and dry, determined by the monsoons. The dry monsoon lasts from June to September, and the wet from November to March. The monsoons regulate agricultural activity.

Languages:

An estimated 250 languages are spoken in Indonesia. These languages belong to three language families, the Malayo-Polynesian, North Halmaneran, and Papuan. The official language is Bahasa Indonesian. Most Indonesians are trilingual or bilingual. English is officially the second language of Indonesia and is taught in schools from the senior secondary level.

Literacy:

Indonesia has an above average literacy rate with over 62% of its population literate, and ranks 74th among the nations of the world in terms of literacy. It gives significant attention and interest to educational matters.

Religions:

Indonesia has the largest Muslim population in the world, and nine out of ten Indonesians are Muslim. The Muslim population is divided into two main sectors, orthodox and nominal. The nominal Muslims, who are in the vast majority, follow an amalgam of animistic, Hindu and Muslim beliefs, rituals, and institutions.

Christians form a sizable and influential minority in Indonesia and number nearly six million. The more important Christian ethnic groups are the Batak Sinovlderring. Hostility against Christians among the Savtri Muslims lead to anti-Christian riots in 1962, 1964, and 1967. But both Catholic and Protestant Christians have strong political representation.

The other religious minorities include the Hindus (2.2 million in 1970), Buddhist, Taoist, and Confucianist among Chinese Indonesians (one million).

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APPENDIX II

SUMMARY OF COLT EVALUATION RECOMMENDATIONS

1. World Vision projects should include plans for eventual facilities maintenance and financing of recurring costs by barangay councils or community groups.
2. World Vision sponsorship projects should assess initially, and plan further development of, community capacity to provide basic package services eventually through self-help and likely outside assistance.
3. Where communities lack capacity for eventual self-sufficiency, World Vision should acknowledge need and plan for continued subsidy.
4. World Vision staff and other training should emphasize more:
 - a) Identifying and analyzing causes of deprivation,
 - b) Links between increased individual income and community welfare, and
 - c) Use of information in community identification of needs.
5. World Vision should increase technical consultation in project design, emphasizing pyramidal service systems based on reasonably likely governmental support, instead of campaigns and outside services.
6. World Vision should acknowledge that institutionalization of COLT or any other service requires long support and gradual transition, with assistance moving constantly to more sophisticated levels.
7. World Vision should monitor carefully the support burden imposed on Government by projects and COLT training, encouraging development of independent barangay capacity, and recognizing that Governmental resources, ability, and commitment limit possibilities, for outside support.
8. The COLT curricula should emphasize more the need for, and mechanics of, barangay mobilization of funds for recurring expenses of public services, provision of capital, and support of the most deprived.
9. World Vision should monitor carefully the impact of COLT livelihood courses on equitable distribution of income, assisting the most deprived to participate through subsidy by communities, cooperative enterprise, and other means.
10. World Vision should address capital problems by encouraging enterprise development through reinvestment of initial small capital, assuring continued training and technical help for livelihood scholars, and making disbursement of animals and funds a routine part of the COLT system.

11. World Vision, in COLT and elsewhere, should be more aware of the distinctions among, and implications of:
 - a) investment and recurring costs,
 - b) self-financed development and subsidies, and
 - c) gross and net income.
12. World Vision should plan for staff development through training and hiring practices, to provide increased technical support to field project workers and better skills among them.
13. World Vision should continue development of an internal evaluation system for COLT, built on regular updating of scholar and leader cards, through intermittent skill reinforcement, alumni meetings, and individual follow-up.
14. World Vision should make explicit the process and techniques to be used in disseminating and responding to evaluation information.

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APPENDIX III

LIST OF DOCUMENTS THAT DESCRIBE THE COLT PROJECT AND THE DAC CONCEPT

Community Leadership Training (COLT) Program Proposal.

Community Leadership Training Report, World Vision Relief Organization, July 1980.

Compassionate Professionalism: A Challenge for World Vision (An Evaluation Report), James M. Pines, June 29, 1982.

COLT - Indonesia: The First Four Years 1979-1983, John H. Steward, 1984.

Memo on USAID/DAC Matching Grant Commitments/Requirements, and Implications to DAC Fields, Ben Chitambar, January 21, 1985.

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IMPACT EVALUATION REPORT



Gunung Sitoli DAC
Nias Island, Indonesia

(IDN 31-231656)
(IDN 31-231657)

Evaluation Department
World Vision International
November 1985

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EXECUTIVE SUMMARY

IMPACT EVALUATION REPORT GUNUNG SITOLI DAC, INDONESIA NOVEMBER 1985

This evaluation was a joint effort which involved church and village leaders, community members, partner agency representatives, Gunung Sitoli DAC staff, World Vision Indonesia staff, World Vision International Evaluation and DAC staff, and consultant James M. Pines.

The Lasaraoo and Helefanina projects are two of three projects initiated as part of the Gunung Sitoli (Nias Island) DAC program in Indonesia, funded through a USAID matching grant. Two young female Village Development Workers, called change agents in Indonesia, worked in three rural villages each. They were handicapped by their initial inability to speak the local dialect, the wide dispersion of the villages and of the houses within them, and by the difficult access made worse by extended rains. Though only on site for little more than a year, the two change agents have contributed to impressive results.

Project goals included:

- Helefanina - To start improving the health conditions of 100 families, through a nutrition program for 25 malnourished under-five children, and by providing clean water by September 30, 1985.
 - To decrease the number of illiterates by conducting a course for 50 people by September 30, 1985.
- Lasaraoo - To start improving the health condition of 64 families by providing nutritious food, building five public toilets, and improving housing conditions by September 30, 1985.
 - To surface with gravel and rocks two kilometers of road between Lasaraoo and Ladea villages by September 30, 1985.

Although the planned road surfacing has not yet been finished, they are being used and people interviewed acknowledged their increased value. The literacy courses are not yet over, but simple tests showed that some of the best pupils have made impressive progress. Interviews among mothers' club members showed modification of food practices, improved sanitation, and increased knowledge of family planning. It is too early to assess fully, but the promising start suggests that the two projects are part of a continuing process that should bring about significant improvements in the quality of village life.

Evidence of value change is less clear and the change agents need help in identifying specific value changes and ways to address them. They also need help to assure that their activities reach and serve the poorest people in the villages, since interviews indicated that nine women had dropped out of clubs because of their poverty.

The report contains the following recommendations:

- A. Change agents be given more technical help so that they can plan more effectively for achievement of technical goals.
- B. Short-term goals be more realistic, specifying desired intermediate results which are related to long-term improvement.
- C. Change agents be encouraged to view project activities as a means for bringing about changes in values.
- D. Consideration be given to using PPFs in DAC program only for long-term, complex, expensive projects.
- E. Change agents be provided with some formal affiliation or assignment to clarify the role and increase effectiveness.
- F. Evaluation plans be part of all programming expected to produce specified value changes.
- G. The DAC Coordinator receive further training.
- H. Change agents give more attention to the poorest people in their villages.
- I. The sponsorship of change agents be explored as a marketing strategy.
- J. The planning focus be shifted from small clusters of villages to the entire DAC area.
- K. A distinction be made between the organizing role of change agents working in previously unorganized communities and the catalytic and support activities of change agents assigned to more organized communities.

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IMPACT EVALUATION REPORT

PROGRAM : GUNUNG SITOLI DAC

PROJECTS : 1. HELEFANINA - 31-231656
: 2. LASARA00 - 31-231657

LOCATION : NIAS ISLAND, INDONESIA

EVALUATION DATE : NOVEMBER 1985

Please direct inquiries regarding this report to:
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This report reviews two of the three World Vision/Indonesia projects initiated as part of the Gunung Sitoli (Nias Island) DAC Program. The evaluation was a joint effort of a team consisting of church and village leaders, community members, partner agency representatives, DAC staff members, World Vision Indonesia staff members, World Vision International Evaluation and DAC staff, along with James M. Pines as an external consultant. Four of the six villages in the two projects were visited during the evaluation, and 111 community members (85% were male) were interviewed. These individuals represented 16% of the families in the six villages.

The report supplements a related document, Implementing the Development Assisting Center (DAC) Concept in Indonesia. The impacts described here illustrate the results likely to occur from continued implementation of the DAC approach. The two reports should be read together.

The two projects and their impacts are described separately, but wherever possible, conclusions, lessons learned, and recommendations are stated as generalizations which apply to both projects. The report includes activities and impacts not described in the Project Proposal Forms (PPFs). For example, discussion during visits to the villages emphasized value changes, while the PPFs mentioned none of these explicitly. Also, the PPFs focus on those change agent activities and desired outcomes which require funds from World Vision. Activities which are funded from other sources, which are not necessarily included in the PPFs, are included in this report when they are directly related to an essential aspect of the DAC approach.

The evaluation provided on-the-job training for the Village Development Workers, called change agents in Indonesia, and other WV/Indonesia staff in impact evaluation. Initial plans for a formal survey gave way, for political reasons, to informal observation and discussion, but trainees still appeared to benefit from the experience. Appendix I contains information on indicators collected by the team which can be used in evaluations conducted later.

WHAT IS THE CONTEXT?

(Much of the information in this section was provided by the WV/Indonesia Project Ministry Support Group.)

Nias is an island situated northeast of Sumatra on the Indian Ocean. The topography is hilly, with rocky or sandy coasts, often dangerous for landings. Geological structure is much like that of Western Sumatra. There are no volcanoes, but earthquakes do occur. The island is densely populated, especially in the valleys of the south and around the chief town and port, Gunung Sitoli, on the east coast. Population in 1961 was 314,829 and the area now has more than 500,000.

According to the statistics available at the Amin Church, the illiteracy rate of Nias is 60%. The majority of the people have had only primary education.

The indigenous population belongs to the early (Proto-) Malay stock and speaks dialects of a distinct branch of the Malayo-Polynesian language family.

Most of the people are animists, but some, especially in the north, are converts to Islam and Christianity.

Marriage is exogamic and wives are bought. At death, a man's wife and property pass to his brothers. It is said that there are many unmarried women due to the poverty of the people.

Land belongs to the settler and is inherited in the direct line. A council of notables assists hereditary chiefs in administration. The Dutch, who began trading in 1669, suppressed slave trade.

The main crops are yams, sweet potatoes, rice, and maize, grown on temporary fields. Pigs and chickens provide most of the meat. Copra is the export commodity. The Niasese are good craftsmen in gold and silver.

The Indonesian government has made available the following services for the people in Nias Island: Health, education, agriculture, irrigation, family planning, and fisheries. Plans have also been drawn to provide clean drinking water. The Government also promotes tourism in this island.

HOW DID WORLD VISION GET INVOLVED?

In September 1983, a member of World Vision Indonesia (WVII) visited Nias Island to explore possibilities of implementing a development program to assist the needy in this Island. On this visit, he made contact with the Amin Church of Nias Island which resulted in the current DAC program. The Amin Church signed an agreement with WVII to function as the partner agency in 1984. When WVII came onto the scene, the Amin Church of Nias Island already had developed plans and were involved in development programs in the area.

Amin Church was recommended to WVII by the Chairman of North Sumatra Council of Churches as the partner agency to implement the development programs. The Chairman of the Synod of Amin Church is also the Head of Department of Cooperative for North Sumatra Province. The local Amin Church has a membership of 14,500 people in Nias Island. The Amin Church functions as the vehicle for the World Vision funded development program. It also holds the responsibility of overall supervision and implementation of all functions of the program.

WHAT ARE THE PROJECTS?

WVII has adopted the "Development Assisting Center" (DAC) concept as the method for the implementation of this development program in Nias Island. DAC is the new name of the modified version of the previously well-known "Community Leadership Training" (COLT) concept in Indonesia. This is a program funded by a USAID matching grant and designed to provide assistance to improve health, nutrition, literacy, and transportation.

The two projects included in the evaluation were Lasaraoo and Helefanina. The PPF for Lasaraoo includes activities for one village, but three villages have been included by the change agent with a total population of 434 families or 2,610 people. Eventually eight villages will be included, with a total population of 734 families or 4,404 people.

The PPF for Helefanina includes activities for one village, but three villages have been included by the change agent with a total population of 239 families

or 1,309 people. Eventually nine villages will be included, with a total population of 515 families or 3,105 people.

The change agents provided the information for the two projects presented in Appendix II.

WHAT ARE THE GOALS?

The PPFs present only a cursory description of goals and activities of the two projects. The goal statements are presented here, along with some elaborations made by the change agents.

Lasaraoo Project

1. To start improving the health condition of 64 families in Lasaraoo village by:

- Providing nutritious food.
- Improving environmental sanitation by building five public toilets and improving housing conditions by September 30, 1985.

The change agent has quantified this goal as follows:

To improve the health of 64 families in Lasaraoo village by decreasing the number of malnourished children under five from 90% to 60%, by decreasing the number of malarias from 25% to 20%, by decreasing the number of skin diseases from 30% to 25% by September 1985.

2. To pave two kilometers of road with gravel and rocks to enable faster transportation and communication between Lasaraoo and Ladea villages by September 30, 1985.

Helefanina Project

1. To start improving the health condition of 100 families in Helefanina village through:

- Nutrition program for 25 malnourished children under five.
- Providing clean water by September 30, 1985.

The change agent has quantified this goal as follows:

To improve health condition of 100 families in Helefanina village by decreasing the number of skin disease from 90% to 25%, by decreasing the diarrhea by 20% to 10%, by decreasing the number of malnourished children from 80% to 65% through nutrition program for under five, and providing clean water by September 1985.

2. To decrease the number of illiterate people of Helefanina village by September 30, 1985:

- To provide course supplies.
- To conduct literacy course for 50 illiterate people.

The change agent further quantified this goal:

To decrease the number of illiterates from 80% to 75% by September 1985.

WHAT ACTIVITIES WERE PERFORMED?

The data collected from field visits, staff interviews, and other observations revealed that almost all planned activities have been carried out in both projects, and additional activities have been initiated. The change agents who were instrumental in implementing the programs have been able to receive cooperation, assistance and participation from the respective community members and leaders, as well as the government authorities.

Health and Nutrition Program

The available baseline information indicates that the health status of these communities is in a critical state. It was noticeable that the programs have focused more on the health aspect of the people than the other concerns.

Weekly, regular classes have been held in association with the government program to teach infant nutrition. Members of 27 families who were included in the interviews said that they attend these classes. In this nutrition program for the infants, beside the education they provide on nutrition, they also provide basic medicine for infants and mothers and food on a regular basis.

The change agents have organized health clubs in these villages. The community members regularly attend the weekly health programs conducted at these clubs. (The same 27 families referred to above said they were members of these clubs.) At these clubs the people receive education on basic health, family planning, appropriate technology, hygiene, sanitation, cookery, and home gardening. They are encouraged to apply what they learn in their own lives.

Before the project, there were no latrines. In the Lasaraoo Project, the plan included construction of five public toilets to motivate families to construct and use latrines at their own homes. Members of the evaluation team were able to observe some latrines people have built on their own as a result.

Normally, small plots of land around the houses have not been used for gardening. Pigs were not kept in fenced areas. Education provided at health clubs was actually put into practice by the community members, with assistance and guidance from the change agents, when some families fenced their pigs and planted vegetable plots. The project has provided necessary seed.

Some community members have now been motivated to use boiled water for their cooking and drinking. Plans have been made to provide clean potable water to two communities in the Helefanina project where it is needed.

Before the project, the people did not realize the danger of unhealthy sanitary conditions. Since their pigs were not fenced, they ran all over their gardens and sometimes inside their houses as well. After members of the community learned about sanitation, many made pigpens with the assistance of the project workers. Members of the evaluation team observed these pigpens during the field visits. Sir Riato Humendu was very proud of himself and took the evaluation team to his back yard to show the pigpen. He said, "I hope this

work will continue until we can do it ourselves. Now my pigs are fenced and I am ready to grow vegetables in my garden."

Road Construction

The plan for the Lasaraoo Project included paving roads from Lasaraoo to Ladea (1.2 km) and from Lasara Idanoi to Ladea (800 m). The plan for the Helefanina Project included constructing one kilometer of road from Helefanina to Hilimbowo.

The project workers have been instrumental in motivating the community members and receiving assistance from the government authorities in paving roads. The two roads in the Lasaraoo Project have been paved with stones. At an interview the Chief of KIDO District said,

"I appreciate the work of these change agents. Their work is very much in line with our concerns and plans. If the roads are good we can provide more service to these people."

The project provided tools such as hoes, crowbars, forks and shovels for their work.

Literacy Program

Classes, which meet two hours per week, are being conducted to teach youth and adults to read and write. This was well received as many are school drop-outs according to the baseline information available. Forty-three families interviewed stated that one or more members of their families attend these classes. So far these programs have been taught by the change agents.

Training and Supervision

The Development Training Center (DTC) in Jakarta, which was part of the COLT program, is still used to provide basic training to DAC staff members. This training, a four and half month program, covers community leadership, appropriate technology, health, and agriculture.

The DAC program also offers in-service training for staff members. Graduates of the DTC who join the DAC staff are first given an orientation to the program, including an introduction to the church (Partner Agency) activities and a month field work in Valimante. Thereafter, once they join the regular DAC staff, they meet monthly for a day of review and reflection of their work.

The coordinator makes site visits to each change agent every two weeks to review the work; identify needs; provide necessary advice, support, and guidance; and to take appropriate actions.

The change agents, with their families, come together for a week-long program once a year. At this program they share their experiences, discuss one issue by each person that will have some special lessons for self and others, discuss family relationships and critical issues, and discuss cultural issues.

The coordinator is kept informed of the identified training needs of the communities by the change agents. During the year and a half of operation in Nias Island, the DAC has provided training in construction of toilets and

wells, water distillation, appropriate technology to draw water, and construction of cement tanks to collect water.

Change Agent Housing

Each project has secured space in the respective villages to construct houses for the two change agents. Construction is underway, with community members providing free labor.

WHAT ARE THE RESULTS?

Assessment of the outcomes in the two projects must be viewed in relation to the difficulties encountered by the VDWs. Their accomplishments become even more impressive considering:

- > They did not speak the local dialect on arrival, though both learned it rapidly.
- > They had been on site for little more than a year.
- > Their villages are dispersed and so are the houses within them, making community and home visits time consuming and difficult.
- > During rainy season, frequent deluges and later muddy paths impede the work severely.
- > They have access to very little World Vision material support.

Health Clubs Reactivated

Many activities have been carried out by the change agents through women's clubs, most of them reactivated groups that are part of the Government's PKK program. Thirty women participate in the one club in the Lasaraoo project area and a total of 55 have enrolled in the two Helefanina clubs.

The health, nutrition, and environmental sanitation activities mentioned in the PPF's take place through the mothers' clubs. Some family planning information also appears to have been communicated. Home garden demonstration, ten demonstration latrines among willing families, and weekly nutrition education and food supplements illustrate club activities.

Road Construction Developed Cooperation

At the level of tangible accomplishments, two roads in the Lasaraoo villages and one in the Helefanina villages reflect very useful motivational work by the change agents. The "roads" are little more than rocky paths about ten feet wide and they are not yet finished, but they contribute dramatically to bringing the villages together, improving commerce, government services, and the quality of local life. Compared to the narrow paths that preceded them, they are a major step forward.

Literacy Program Enrolled 87 Pupils

Although the six-month literacy courses, meeting weekly for two hours, are not yet over, the evaluation group gave a simple test in one village and found several pupils who had learned to read some phrases from the Bible and could

also recognize words written on the board. More important, some who previously knew only the Nias dialect were learning to speak Indonesian for the first time, as well as reading it.

The change agents share the teaching load with local people they have recruited and the courses also receive Government support. The Helefanina change agent has a course with 25 pupils in one of the project villages, and another with twelve pupils outside the project area. Two groups in the Lasaraoo project area total 50 pupils.

Training and Supervision

The DAC Coordinator has been responsible for identifying the training needs and meeting them through the means of either internal or external resources. The Coordinator has also fulfilled the responsibility for implementing the program plan, and supporting and guiding the change agents. The Coordinator's lack of experience, however, has limited his usefulness to the change agents.

The change agents seem to have carved out a distinctive role as "arms and legs" for government and existing community groups, enabling these organizations to do more in the villages than would have been done without them. This role differs from what change agents do when no organization yet exists, and offers a good model for what DAC offers to more mature community organizations. The change agents identify and contact government agencies and other sources of help, they teach and help find others to teach, they provide demonstrations of new practices, and they bring people together in various ways. This role, often called catalyst, is classic in community development and the change agents are performing it well.

The change agents collected baseline data and made detailed maps of their three villages. They benefited, too, from the long experience of the partner church in the area. Any assessment of the projects must keep in mind that the communities involved were not pristine, but had been served previously by others. Less organized groups cannot be expected to produce similar results in the same amount of time.

The partner agency, already active in the area, wisely assigned the change agents to existing groups where they could be integrated into current plans and build upon them. The Amin Church Synod's Project Coordinator attends the monthly change agent meetings and maintains an active interest in the work. He is frank to acknowledge problems of divergent views among church, communities, and the change agents, but regular discussion appears to have improved relations.

WHAT IMPACT IS THE PROJECT HAVING?

It is too early to notice a major impact of the project on these communities. However, according to the findings from the field visits, the evaluation team was able to identify some indications of potential impact.

Most (86%) of the 111 persons interviewed said that they had been helped by the project. All but eight knew something about the project. All but ten said that they participated in project decision making.

When asked to assess the project, 50% of those interviewed in the Helefanina project said it was "not so helpful," while 19% in the Lasaraoo project said

it was "not so helpful." The others interviewed rated it as "satisfactory" or "very helpful."

Material Impact

The home gardening plots observed by the evaluation team led the team to believe that, in time to come, this activity will provide more food, better health, and additional income to these families.

The sanitary conditions have improved greatly by fencing in the pigs and using toilets. This indicates the potential for improved health in the future. Improved knowledge of nutritious food, clean water and hygienic environments will be additional motivational factors that promise a better state of health in these communities in the future. The health clubs can be a continuing major resource for improving living conditions, if the change agents can help them become self-sustaining.

Paving the narrow foot paths leading to these communities increases the potential for better communication with outside communities, more regular attendance in schools by children, marketing local products, and receiving better services from the government.

The change agents benefited from much early community planning and talking about the roads, but their efforts seem to have been critical in finally getting things moving. Other change agents in Indonesia and elsewhere may find getting communities to work together more difficult. In the long run, the community cooperation in the two projects may be more important than the improved roads.

Social Impact

According to the change agents, some members in literacy classes have improved their participation in discussions at community meetings, by expressing their concerns and views. The change agents' initiative, and their extension of Government services to villages that might otherwise not have received them, illustrate another important impact, since they may lead to continued literacy activity in the DAC area and elsewhere.

There are also indications of changes in values, with increased masculine respect for women mentioned in several family interviews. This appears to have come from the change agents' encouragement of shared labor by men and women during the cooperative road-building, supplemented by informal discussions. This and other impacts on values should increase if, as encouraged during the evaluation training, change agents become more explicit in addressing values.

An important conclusion emerged from the data collection. Some women were identified who had either not joined the women's clubs at all, or had soon dropped out, because "they were too poor." The evidence suggests that the better-off club members, though most of them are also poor, may need some improvement in their understanding and practice of Christian attitudes toward the poorest. The change agents became aware of the problem during analysis of the data collected.

The head of Kecamatan Gido, the administrative district with 82 villages that include those served by DAC, spoke well of the two change agents and has included them on his area planning committee. He described their role as motivators positively, knowing that they had promoted road-building successfully, and said:

"My wife is involved in the PKK women's clubs, and she is impressed by the work of the change agents in reactivation of these groups. I have also included two of these change agents in a committee, to design a development plan for the entire district."

Partner agency officers and community leaders expressed similarly favorable views.

Spiritual Impact

Spiritual impact remains difficult to identify and measure, though anecdotal material supports favorable inferences. For example, a Helefanina village leader said, "She opened our eyes," referring to the change agent's introduction of development in relationship to the Gospel.

The very active Amin Church, assisted by German missionaries at least as early as 1907, had a socio-economic program before the change agents came, but their presence has made village leaders more aware of it and of the benefits it can bring. Some said that "the change agents' comments and conduct had broadened their understanding of the Gospel," and several acknowledged the example of dedication, hard work, and concern for the poor exhibited by them.

Participation of Church people in the evaluation discussions exhibited a competence, confidence, and perceived equality of status frequently not found. With more attention to improving partner agency and community finances, there appears to be a good chance that the DAC approach and program will continue after World Vision leaves.

Development Standards

The evaluation team members individually made an assessment of the two projects against development standards described in "World Vision Development Ministry, Position Paper" (See Appendix III). Each person rated status of the standard very poor (20), poor (40), satisfactory (60), good (80) or very good (100). The average of the opinion ratings is shown for each standard in Figure I in Appendix III.

The average ratings are not intended to give an objective measurement of the value of the project. They are presented in this report to stimulate discussion about project activities which influence key dimensions of Christian development, and about indicators which can be used to monitor development consistent with Christian love.

WHAT ARE THE LESSONS LEARNED?

According to Pines, the tangible results of the change agents' work, though impressive and worthwhile, are modest in relation to the overwhelming development needs of the two project areas. The less tangible impact on willingness

to work together in development, manifested by leaders' comments and participants' remarks, will not change the situation dramatically overnight, but it is a prerequisite for eventual permanent change.

Development is complex and expensive, even when communities unite to pursue it. Avoiding unrealistic expectations, and the disillusionment that follows lack of fulfillment of such expectations, proved difficult in the two projects. The two change agents needed better preparation for making it clear to villagers that they could do little about some major felt needs. For example, it was clear, and made explicit in some interviews, that some village leaders initially expected the change agents to bring funding. After a year, that expectation was still evident. As a result, good work still produced considerable frustration among some village leaders who expected other kinds of help.

The two projects show, though with too few examples to permit generalization, that change agents can integrate themselves into community life, do useful things and help others to do them, and achieve meaningful changes in individual lives. The changes may be modest and vary widely, from a pigpen to a husband's new respect for his wife, for example, but fulfill the promise of the DAC concept. Outcomes will differ by change agent and community characteristics, but the approach appears valid.

The projects also illustrate the importance of field staff keeping in close touch with the partner agency. The Amin Church had a program before DAC and, being less docile than some other agencies, maintains an independent point of view. The Church's Project Director indicated, for example, dissatisfaction with the DAC goal determination process. He emphasized that, though the change agent had conferred with the community, her goals finally reflected more personal rather than community choices. However, the change agent's capacity to work with community preferences at a given point in time depends on how realistic the community's priorities are in relation to available resources and the change agent's abilities. Such complex decision making can be facilitated through close contact between field staff and the partner agency.

The results obtained from the modest amount of resources used in the two projects show that large contributions from outside the community are not always essential for development. This needs to be distinguished from the equally important lesson that, for many large projects, large contributions are essential. However, large contributions should be made in ways that encourage self-sustaining development. As noted by Pines, this means loans instead of grants, and increased attention to user charges and other techniques for helping people to generate the revenues needed to repay loans. He emphasized that until poor people have their own capital, and can enjoy the benefits of it while keeping it intact, their limited land ownership and employment possibilities make it likely that they will remain poor.

WHAT ARE THE RECOMMENDATIONS?

A. Provide More Technical Assistance

It is recommended that change agents be given more technical help so that they can plan more effectively for achievement of health, nutrition, and other technical goals.

As noted by Pines, improving health and nutrition permanently requires far more consideration of the multiple causes of problems and ways to deal with them than was evidenced in these projects. For example, increased knowledge of new approaches to treatment of infant diarrheal disease, as applied in the successful RINE program in Kampuchea, would have improved project impacts dramatically through modest feasible activities.

It is Pines' opinion, based on extensive experience in Third World countries, that holistic development requires unrealistic, perhaps unattainable, technical competence among field workers. According to Pines, the Gunung Sitoli change agents, though well trained in comparison with typical community development workers from other agencies, were over their heads technically. It is his belief that by limiting involvements to fewer sectors and taking more advantage of technical resources, they could be more effective.

B. Develop More Realistic Goals

It is recommended that short-term goals be more realistic, specifying desired intermediate results which are related to long-term improvement in conditions. It is further recommended that the change agents identify priority goals and bring together all activities required to achieve substantial permanent change related to them.

Extensive discussions with the change agents and others revealed that the detailed planning of activities, and the accomplishments in the two projects, had little relation to the ambitious goals stated in the PPFs. The DAC staff need considerable technical help to program long-term, technically sound, self-sustaining results.

Change agents benefit from detailed planning of activities, and this has helped the two in the projects to avoid many difficulties encountered by workers who fail to plan in an unstructured environment. The literacy and health/nutrition education skills provided an entry point for community work. Because community development work requires quick response to community interest and other targets of opportunity, the current use of six-month plans, modifiable at monthly meetings, is working well. The activity plans would benefit from more consideration of their relation to longer term goals, since few major results are likely from efforts under a year.

C. Keep Value Changes in View

It is recommended that change agents be encouraged to view project activities as a means for bringing about changes in values, and to develop programs accordingly.

According to Pines, the projects resemble those presented in most community development programs, especially when young change agents seek to establish credibility among villagers and need activities more tangible than the motivation and catalyst roles identified as their major functions. However, the two projects revealed a gap between DAC's emphasis on value change and program practices. The goals in the PPFs did not refer to value changes. It took considerable prompting to get the change agents to acknowledge general value change goals, and even more prompting to bring out their concern for the goal of increasing male respect for

women. The change agents need reinforcement in accepting primacy of value change goals. This is best provided by giving them evidence that such an approach brings more substantial and permanent development in the long run.

D. Provide Limited Discretionary Funding

It is recommended by Pines that the PPFs be used in DAC programs only for long-term, complex, expensive projects. It is further recommended that limited amounts of short-term project money, which can be used quickly to meet legitimate needs as they become evident, be made available to change agents.

Though premature and limited, this evaluation of the two projects indicates that serious consideration be given to the possibility of making change agents, supported by discretionary funds, a priority direction for development. Thus, we may not be faced with situations in which we have to turn down requests from neighboring communities because they have not been included in a PPF. Such action may hinder future good relations with them, and it may impede development in the general area covered by the DAC, which is contrary to a main feature of the DAC approach.

E. Clarify Roles in the Community

It is recommended that the change agents be provided with some formal affiliation or assignment to clarify the role and increase effectiveness.

Role definition requires more careful programming attention and consideration of alternatives than seems to have occurred in the two project areas. The change agents' relationship to Amin Church, their nominal employer, and government agencies appeared ambiguous to the evaluation team. Community leaders seemed a little confused about how the "motivators" came to be there and what they might be expected to do. For example, after explaining why the village has been disappointed with the change agent's inability to assist implementation of plans for turbines and other ambitious material accomplishments, a Helefanina village leader said, in effect, "We must remember that the project is only a small part of a much bigger process." The change agents' good nature and obvious commitment reduced consequences of the lack of clarity, but future DACs need to think carefully about how change agents are perceived by the communities in which they work.

F. Strengthen Evaluation Activities

It is recommended that evaluation plans be part of all programming expected to produce specified value changes. It is further recommended that indicators of spiritual development be clarified and baseline data for selected indicators be recorded and reported.

The diversity of change agent activities and outcomes in and outside the two projects conveys a useful lesson for evaluation. As the change agents of any DAC work in their communities, they need to help villagers and partner agency representatives identify a limited number of specific goals and related indicators that will be measured. This does not preclude giving attention to other goals, but acknowledges the impossibility of recording everything that happens. Kilometers of paths or roads which

have been improved, number of women in clubs, children fed, days of community labor, and number of home gardens illustrate possible measures that could be recorded routinely. Mothers' clubs, for example, may make simple surveys as part of their activities, with the information used to monitor progress toward solving problems that particularly concern them. These are intermediate measures, but they do indicate the likelihood of eventually being able to see more significant impacts.

G. Provide Additional Training for DAC Coordinator

It is recommended that the DAC Coordinator receive further training, as soon as possible, so that he can give more effective programming and evaluation guidance to the change agents.

The Coordinator seems committed to the work, but needs a lot more experience before he can be really useful to the change agents. Because WV/Indonesia has little presence on the scene and the pastor coordinating for the partner agency has little time for direct supervision, the Area Coordinator's role is especially important.

H. Give More Attention to the Poorest

It is recommended that the change agents give more attention to the poorest people in their villages.

As the Philippines COLT report showed, those experiencing improvement in their economic and social conditions do not necessarily and immediately share with, or otherwise exhibit concern for, their less fortunate neighbors. If DAC is to improve the lot of the poorest families, this needs to be made more explicit and related value changes need to be addressed specifically.

Observation indicated that, as is common almost everywhere, the most deprived families are farthest from traveled roads. Though it meant harder work for them, the change agents did a respectable job of reaching many of these dispersed families. Given the concern to serve the poorest, more emphasis on working with those most in need within communities can increase accomplishment of objectives.

I. Explore Sponsorship of Change Agents

It is recommended that the sponsorship of change agents be explored as a marketing strategy.

The early Indonesia DAC concept of dedicated outsiders devoting two years as a change agent in a deprived community has changed. The two project change agents, who are not from Nias, expressed no plans for leaving the project area after a few years. Others from the area view their roles as almost permanent, extending well beyond any World Vision support period. This suggests need for increased attention to provision of continued support from other sources. Sponsorship of change agents may be an effective fund-raising device in the more developed world.

J. Move Toward Area Planning

It is recommended that the planning focus be shifted from small clusters of villages to the entire DAC area.

With greater emphasis on common problems and approaches for the entire DAC area, resources and technical help could be obtained more efficiently. To realize the full potential of the DAC approach, cooperative area-wide planning by all agencies involved should be encouraged.

K. Distinguish Different Roles for Change Agents

It is recommended that a distinction be made between the organizing role of change agents working in previously unorganized communities and the catalytic and support activities of change agents assigned to more organized communities. This distinction should be used to guide assignments, training, and provision of support for change agents.

Working with well-established village committees, the two change agents did far less work on the rudiments of organization than would have been required in less advanced communities. They talked, urged, expedited, brought people together, and gave information, for example, all part of being a catalyst. This role differs substantially from the more directive and instructional functions of change agents in less organized communities. The change agent role with well-organized communities needs sharper definition, and this will enable development of more relevant training models.

The two projects reviewed illustrate well the advantages of assigning change agents to existing programs. The Amin Church is serving as an authentic partner agency and this has allowed the change agents to move more rapidly and effectively.

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APPENDIX I **Some Project Indicators**

The 111 interviews obtained information which can be used to assess progress by the time of the next evaluation.

Indicator	Helefanina Families (63)		Lasaraoo Families(48)	
	number	percent	number	percent
Unhealthy Housing	55	87%	29	60%
No Toilets	63	100%	35	73%
Husband Illiterate	15	24%	--	---
Wife Illiterate	26	41%	11	23%
Unclean Water	23	26%	3	6%
Malnourished Children Under Five Years	15/47	32%*	31/62	50%*

* This percent does not refer to the percent of families reporting malnourished children. It refers to the percent of reported children under five years who were reported to be malnourished.

APPENDIX II
Project Information Provided by Change Agents

1. LASARAOO PROJECT

Population of the three villages involved	1. LASARAOO 2. LASARA IDANOI 3. LOLOANAA	People 580 1180 850	Families 64 205 165
Religion	: Christian Catholics Moslem	- 90% - 8% - 2%	
Average income	: Rp. 14,500/month/family (equivalent to US dollars \$14.50)		
Source of income	: Farmers Small businesses	- 95% - 5%	
Geography	: Mountainous and flat land		
Climate	: Rainy season is longer than dry season		
Resources available	: Manpower, land, timber		
Identified Problems			
a. Health	: Malaria, diarrhea, malnourished children, skin disease		
b. Education	: Illiterate, many drop-out after primary education		
c. Transportation	: Roads in very bad condition		
Facilities available	: School building, church, village hall		
Economy	: Sell products at low price, buy food/others at very high price		
Culture	: Traditionally male dominated		
Previous Development Efforts	: Road construction Women's club Under Five Program for children Toilet construction literacy programs		
Government and Other Available Services	: 3 Primary Schools 1 Junior & Senior High School Public Health Center Agriculture Agent P.K.K. (women's clubs)		
Leadership	: Village Head Village Secretary Sub Village Head		

Committee : Village Development Committee
Club : Women's Club (PKK)

2. HELEFANINA PROJECT

Population of the three villages involved :

	People	Families
1. HILIMBOWO	450	75
2. DAHANA	794	159
3. SIHARE	65	15

Religion : 100% Christian
(Protestant 75%, Catholic 25%)

Average Income : Rp. 12,500/monthly/family (equivalent to US dollars \$12.50)

Source of Income : Farmer, fishery, animal husbandry

Geography : Mountainous

Land Ownership : Average of 2 hectares/person

Climate : Rainy season is longer than dry season

Resources Available : Manpower, land, store, water, timber, bamboos

Identified problems:

- Health : Malaria, diarrhea, malnourished children, skin disease, poor sanitation
- Education : Many drop-out after primary education, illiteracy
- Transportation : Roads are very bad

Facilities available : School building, church, village hall

Economy : Sell products very cheap, buy things at high cost

Previous Development Efforts : Road construction
Women's Club (PKK)
Under Five program for children
Toilet construction
Literacy programs

Government and other Services : 5 primary schools
1 junior high school
1 senior high school
Public Health Center
P.K.K. (Women's Club)

Leadership Structure

**: Village Head
Village Secretary
Sub Village Head**

Committee

: Village Development Committee

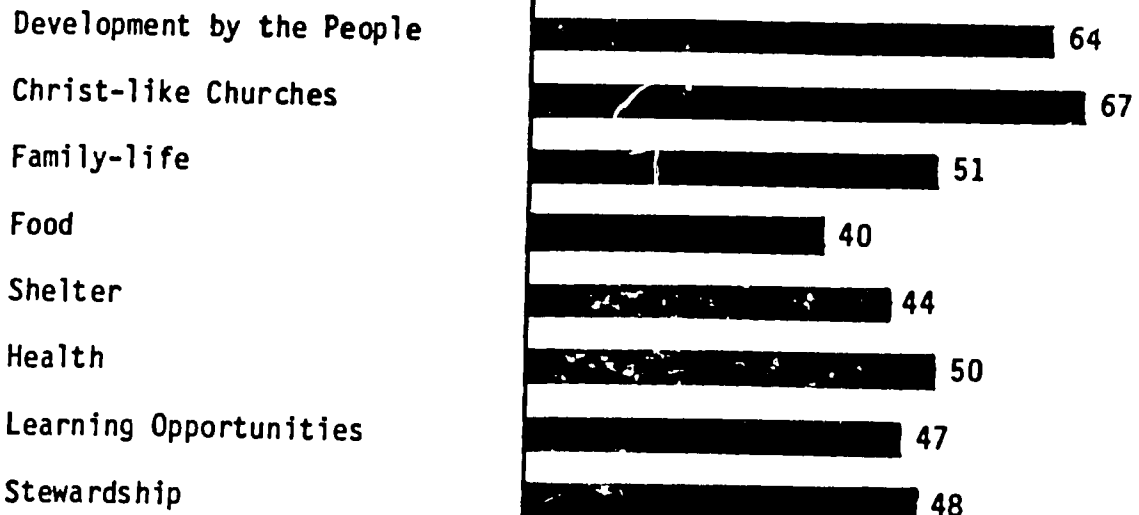
Clubs

: Women, Men, Youth

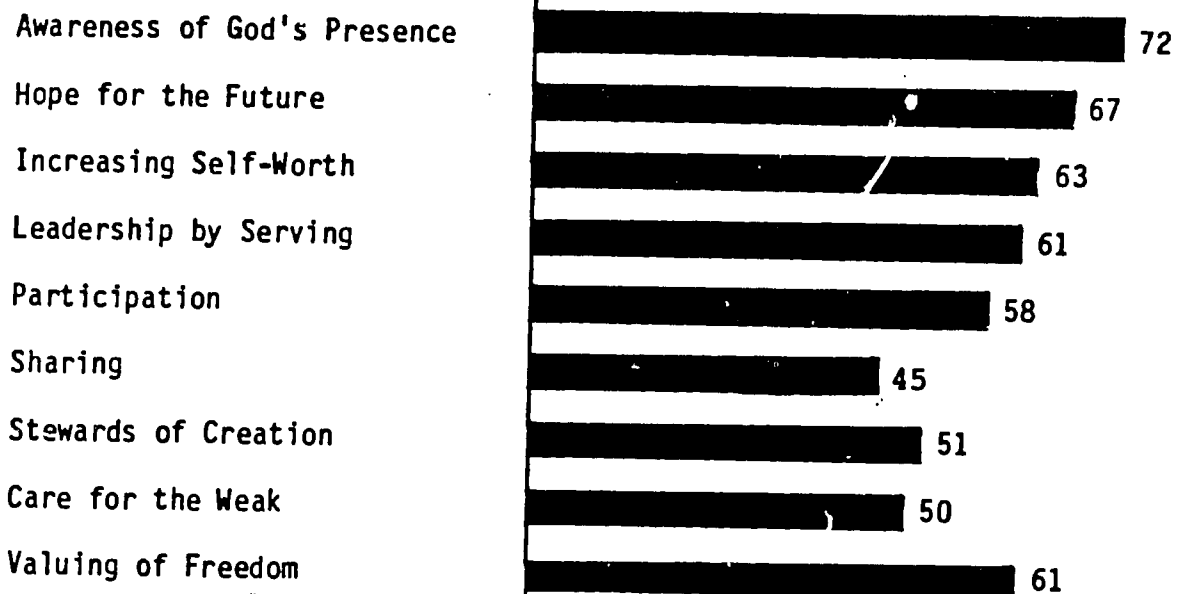
APPENDIX III
Development Standards

VIEW OF DEVELOPMENT IN GUNUNG SITOLI
(Made by 14 members of the Evaluation Team)

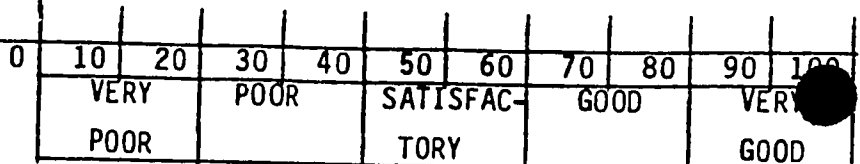
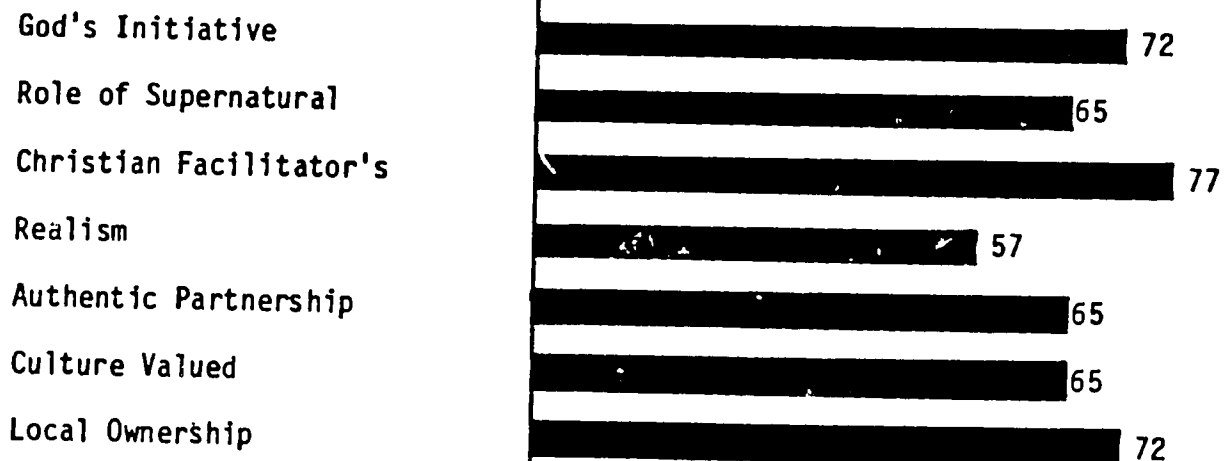
**WHAT
BETTER
FUTURE?**



**WHAT
EMERGING
VALUES?**



**WHAT
PROCESS
OF
CHANGE?**



DRAFT

**WORLD VISION'S DEVELOPMENT MINISTRY
POSITION PAPER**

Field Development Division
1 November 1984

6.0 KEY OBJECTIVE FOR WV'S DEVELOPMENT MINISTRY

The key objective for World Vision's development ministry is to assist the neediest people with the best development ministry at the least cost in a way which will attract the most willing donors.

Key Standards:

A. The most needy people will be those who are judged to live a quality of life that is farthest from that described as the better future toward which God would have all people move.

B. The best development ministry is

1. A process which is directed at God's view of a better human future, which World Vision describes as follows:
 - a. Development by the People: members of the community participate fully and are able to manage their own development, with all members benefiting equitably in its benefits.
 - b. Christ-like Church: A body of believers, which is growing in its capacity to worship, fellowship, practice stewardship, disciple its members, evangelize the unreached, and serve the poor, is an intimate part of the life of the community.
 - c. Family-life: Appropriate family structures are enhanced and supported in their role of nurturing the young, contributing to the life of the community, and caring for the handicapped, aged, widows, and orphans.
 - d. Food: All members of the community are able to obtain sufficient food of a kind which ensures normal human growth and development.
 - e. Shelter: All members of the community have access to appropriate shelter which provides protection for life and possessions.
 - f. Health: All members of the community are able to take responsibility for as much of their own health-care as possible, have access to safe and sufficient water, and are able to live in a hygienic environment.
 - g. Learning: All members of the community are able to develop their gifts and skills using accessible formal and informal learning opportunities.
 - h. Stewardship: All members of the community have an opportunity to

use their gifts and skills in service of others; all work is done in a way which preserves human dignity and the quality of the environment; and, all members of the community receive the means necessary to live a life befitting one made in the Image of God.

2. A process which moves people closer to Jesus Christ as evidenced by the emergence of values such as the followings:
 - a. Awareness of God's Presence: An increasing recognition of God's presence among them and an active seeking after Him.
 - b. Hope for the Future: An increasing sense of hope and faith in the future.
 - c. Self-Worth: Members of the community, individually and corporately, begin to demonstrate a sense of dignity or self-worth which rests on the conviction that they are indeed sons and daughters of God.
 - d. Leadership by Serving: People in positions of power and authority begin to express that power in servanthood.
 - e. Participation: People are involved in decisions which affect the use of their gifts.
 - f. Sharing: Members of the community, individually and corporately, begin sharing what they have with others as opposed to hoarding for themselves.
 - g. Stewardship: Members of the community, individually and corporately, begin to act as stewards of God's creation.
 - h. Care for the Weak: There are places and ways for caring for the weak or marginalized.
 - i. Freedom: People begin to value freedom for themselves and others.
3. A process of change which is characterized by the followings:
 - a. Awareness of the Presence of God: It is recognized that God is present and active in all parts of His creation and that the initiative is His and His alone; therefore, every effort will be made to discern His movement, to shape our plans to follow after Him, and to continually affirm His presence and interest in our efforts through prayer.
 - b. Role of the Supernatural: It is affirmed that God's creation consists of both the seen and unseen and that the secular worldview of the West has an enormous blindspot with regard to the reality of the supernatural and its impact in people's lives; therefore we will endeavor to learn from those cultures who are more informed than we and we will make every effort to be as open to supernatural causes and supernatural responses as

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we are to natural ones.

- c. **Involvement of Christian Facilitators:** It is recognized that an understanding of the world which reflects a Christian worldview and a witness to the One who transforms are only found in those who have responded to His call and are obedient to His Word; therefore we will hire only Christian staff and work only with Christian partners in our development efforts.
- d. **Sense of Realism:** It is recognized that we are involved in a spiritual battle of cosmic proportions and that there are powers and principalities fighting against us; therefore we affirm our faith is to be in the transformation which will accompany His return and we are thus called to be obedient and faithful, not victorious.
- e. **Authentic Partnership:** It is recognized that no human being can lay claim to the word, "developed," and that both WV and those we seek to serve are on a joint pilgrimage and are jointly under a higher authority.
- f. **Preservation of Culture:** No culture is inherently superior to any other, and all cultures are subject to God's judgment; therefore, every effort will be made to preserve those elements of the community's culture which glorify God, and to avoid imposing our own.
- g. **Participation:** It is recognized that development is a process which has been underway before we came and which will continue after we leave; therefore, we must enter with humility and make every effort to affirm and encourage the fullest possible participation by the community and its peoples in identification of opportunities, development of plans, the allocation of resources, carrying out of activities, accounting for the use of resources, and the evaluating the results, even if, in our judgment, their decisions are not the ones we would make.