

MEMORANDUM FOR THE RECORD

Jan. 5, 1981

FROM: PDC/PVC, Deborah Mace

SUBJECT: Trip Report Oct. 1-15, 1980 - Colombia, The Dominican Republic and Haiti

Attached is a day-to-day accounting of my visits to PVOs projects and discussions with PVO and AID staff. This was my first site visit to PVO projects, and too, my first trip abroad. From this single experience, I do not feel comfortable making any startling "conclusions" about PVO work. Nevertheless, I do come back having a greater sense of confidence in PVOs working overseas, and a hint of the real contribution they are making to development. With this said, however, I will highlight a few of my observations and thoughts.

The PVOs

- Generally, the larger PVOs (CARE and FPP) are more in sync with the LDC government programs than I expected. Before the trip, I questioned how much the PVOs were just paying lip service to our requests that they coordinate with other AID programs.
- The prerequisites for work in a given country vary tremendously from one LDC to the next. The PVOs I visited seemed to be sufficiently prepared for the job they were undertaking. However, I believe this is one area -- the process of country selection -- where we might want to pay more attention to in our matching grant reviews. If a donor places country restrictions on its money (particularly private donors), to what extent is the PVO "free" or willing to say no, given fundraising pressures?
- Communication between headquarters and field offices is less than thorough. (Also true with AID/W, PDC/PVC and Missions.)
- The two "sectorial" matching grants, FPP's health program, and CARE's proposed natural resources programs, will, I believe, have a significant impact on each PVOs program and, more importantly, influence their planning processes. Because PVO staffs are usually thin, specialization for a time will often result in otherwise unnoticed problems or potentials.
- Without negating the significant contribution PVOs make in LDCs, there are many problems that must be dealt with at higher levels. If AID can be successful in establishing the right climate for development, the resolution of problems at the grassroots level can provide the basis for change from within the populace.

AID Missions and PVO Programs

- To reiterate what others have already discovered, we need to better understand the different ways AID Missions relate with PVOs. The Missions possess a good deal of knowledge about PVOs.
- There are gaps in PVC's communication with Missions. Colombia is not an AID Principal Post, and thus, misses out on a lot of PVO communication. Would suggest we establish a connection in the Embassy in countries where there is no AID staff and the PVOs do a lot of work.
- Mission policies vary from region to region, and at times, with the country. PVOs must have many difficulties in relating to Missions, particularly when they are US based or have a wide range of responsibilities.

Attachment: a/s

Trip Report Distribution Outside PDC

cc: AID Rep. Colombia, Marvin Cernik
Econ. Officer, AmEmbassy Colombia
USAID/Haiti
USAID/Dominican Republic

(CC's sent without cover memo, but with a note of thanks for their assistance.)

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COLOMBIA OCTOBER 1 - OCTOBER 7

While in Colombia I visited project sites of the Summer Institute of Linguistics (SIL) and Foster Parents (FPP), and met with representatives of CARE and the Colombian Rural Reconstruction Movement (CRRM). I also spent several hours with the A.I.D. Residual Affairs Officer and the State Department Economic Affairs Officer. My observations and impressions are grouped accordingly.

SIL

I arrived in Colombia at 9:00 p.m., October 1 and was met at the airport by the Director and Community Development Officer for SIL/Colombia. Having arrived, some of my uneasiness subsided until the SIL representatives told me I was to check in with State's security officer at the American Embassy. SIL headquarters at Lomalinda, about 150 miles southeast of Bogota, had been intermittently fired on the past week by subversive forces. SIL had reasoned these forces were out to capture either of the two men I was with, and thereby embarrass the government. I was told there was no present danger and that a platoon of soldiers were guarding the "SIL compound", and it even looked like they might be pulling out soon. All I could do was wait til morning and see what the security officer had to say; at that point I didn't know if I would be allowed to visit SIL's center at Lomalinda or not. We continued discussing SIL operations in Colombia and these two men's philosophy of development for well over two hours before I turned in for a restless night's sleep.

Thursday, October 2

I was up again at 6:00 a.m. and had a good discussion with Herb Brussow, the community development officer. Both he and the Director, Will Kindberg, had impressed me earlier with their knowledge of the country and the people, and the devotion they had for their work, having each been with SIL for over 15 years in Peru (Kindberg) and Bolivia (Brussow). It became clear later, however, that most of the community development (CD) work I saw was the product of Brussow. He felt it was his business to know what government (and private) services were available for the Indians, and then to develop the means whereby Indians could receive these services.

The SIL representatives came with me to the American Embassy and briefed the Security staff on the situation at Lomalinda. Did SIL have evacuation procedures? And, how long would it take to clear everyone out? When was the last round of fire? The security officer was satisfied enough with SIL's answers to let me go, but asked that I call in on Monday when I returned to Bogota. We also met with Marvin Ceraik, A.I.D. Population and Residual

Affairs Officer, and Reynold Riemer, State Economic Affairs Officer. It was clear from this meeting that A.I.D. and State were not familiar with the work of SIL in Colombia and could both benefit from increased communication.

By 12:30 p.m. we were on our way to Lomalinda. The first part of the trip was a three hour taxi ride through the mountains to Villaviciencio, where we stayed overnight. Villaviciencio is the governmental center for the Meta (Southeast) Region of Colombia. I met with the Director of Incora (Institute for Agrarian Reform, Ministry of Agriculture) for the Meta Region. It was an unplanned meeting, with Brussow pulling the Director out of a funeral service. The Director was very supportive of the work of SIL and viewed SIL as a vehicle for better serving the needs of the large Indian population of Colombia. He is coordinator of "Project Meta", the long-term plan for integrating the Indians of the Southeast fully into the culture of Colombia and for accomplishing the reformation of agricultural practices in the region. The plan provides Indians and other farmers of the Southeast with credit, agricultural extension services, training, agricultural products, and livestock. SIL is helping INCORA implement this program by using the SIL network of tribal teams to bring news of INCORA's services to the Indian tribes, identifying needs of tribes and areas for INCORA assistance, and serving as the intermediary for INCORA in delivering services or bringing Indians to INCORA. For example, INCORA bought high-quality pigs from SIL and then had SIL distribute them to the Indian tribes. SIL members follow up by helping Indians to raise the pigs. A 1976 law makes the integration of all Indians in Colombia a priority for development work, thus adding further promise and support for the work of SIL.

As with everyplace in Colombia, the Meta Region faces the problem of illegal drug production and trading by the Indians. If the Government's efforts to halt production are to succeed, the Indians must be provided with an alternative means of earning an income. SIL is important to the GOC in this effort, by providing the Indians with alternative income-producing opportunities such as farming or rubber making, and in simply communicating with the Indians the fact that coca production for sale to outsiders is illegal.

While in Villaviciencio, I also met with the Military General for the Meta Region, an apparently good friend of SIL. He, too, spoke well of SIL and had ideas for the expansion of SIL's work. I explained that I was only observing SIL's work at this time, and that if funding was approved, it wouldn't be for a time. He was concerned about control of SIL's work if they got U.S. government funding and made it clear he felt it was necessary that SIL retain control. I reassured him saying that the type of support SIL had requested was such that SIL had responsibility for the program and that U.S.A.I.D. had no direct role in the program.

SIL indicated Colombian Government support was not only shown in words, but concretely, such as through the reimbursement of some gasoline costs to SIL (about \$20,000 in 1979).

Friday, October 3

I way up early the next morning for our flight to Lomalinda. The trip can be made by jeep or motorcycle, but it's an eight hour drive compared to a ½ hour flight. For traveling withing Colombia, SIL has the support of its affiliate JAARS (the Jungle Aviation and Radio Service). Their fleet includes 2 small, specially-designed jungle planes, and a DC-3 for trips between Bogota and Lomalinda.

Traveling to SIL's center is not particularly easy so I asked about the location. It was chosen for its centrality to the country and closeness to a lake to allow for the use of floatation planes (the modus operandi of SIL/Peru). After the center was established in 1966, SIL found floatation planes were not appropriate for the country and thought about relocating their center. In retrospect it might have been a good idea, for the site has caused them more than transportation problem. Accusations ranging from illicit uranium mining operations beneath the lake (proved unfounded by frogdivers scouring the floors of the lake) to smuggling operation, have disrupted SIL's work at times. In recent years the allegations have subsided somewhat. SIL feels the controversy about their work is generated from outside the community of people who really know about SIL and its work in Colombia. To help defuse the problem, SIL/Colombia has initiated a public relations campaign, requiring each linguistic team to spend time in Colombia talking about their work. I asked the Director if the timing was right for a matching grant. He felt it might cause additional concern by some Colombians for a short time, but that it would subside as they more ably met the needs of the Indians. He was hopeful that the intent of the matching grant -- to support a PVO's own program, with indirect involvement of A.I.D. personnel -- would lessen the visibility of the SIL-A.I.D. connection.

We arrived at SIL's center about 8:30 a.m. and I began a tour of the grounds. The center is geographically separated into two sections - (a) Lomalinda, the linguistic center, which includes SIL member homes, the technical studies department (TSD), an airfield and hangar, a meeting house, a clinic, and school for the SIL children; and (b) Bonaire (a five minute drive away), the demonstration farm, which includes the Indian training center and a large demonstration farm with pigs, chickens, and traditional and experimental crops. Lomalinda resembles a poor rural town in the U.S., with facilities old but well kept. The clinic at

Lomalinda serves as the toxocology center for most surrounding areas, and provides medical care to Indians living near the center or those brought in by the linguists. Services are not extended further because SIL does not want to appear to supplant the government medical facilities.

Rich Janssen, Literacy Coordinator (and MG proposal coordinator), heads the TSD. Annually, tribal teams (two linguists) usually a husband/wife or two single women, come to the TSD for a Tribal Affairs Planning Meeting. Working with the literacy and CD coordinators, each team develops a one-year calendar of activities and goals for their work. The plan is reviewed by the literacy and CD coordinators and the SIL/Columbia director to ensure a balanced program that provides opportunities for development which respond to the Indians' self-expressed needs. For planning purposes SIL has identified seven functional work areas: Assimilation, Linguistics (including pedagogical grammar), Literacy, Translation, Community Development, and Public Relations. The MG proposal includes funding for all categories except translation and public relations. The TSD also conducts seminars and training sessions for the linguistic teams in the preparation of course material, translation, community development, literacy, etc. The TSD is a support unit for the teams; it helps translate, prints, binds and duplicates books in agriculture, animals, science, history, and home economies, as well as the New Testament. Translation of the entire text of the New Testament takes 15-20 years. The work is slow and done in segments, usually beginning several years after the linguist begins his study of the language.

In SIL's philosophy, literacy is the only base for lasting development, and thus, is the core on which their CD activities are built. Activities which we normally consider CD are carried out at the Indian training facility at Bonaire. Using SIL's facilities, SENA, a corp of 140 instructors under the Ministry of Labor, conducts at least two eight-week training courses per year for Indians in agriculture and health. SIL has built housing facilities for the Indians, and maintains a large demonstration farm with experimental and traditional crops and livestock. Linguists identify male Indians having a sufficient knowledge of Spanish (usually gained through contact with the SIL members) to attend the SENA course. SIL provides transportation, food and housing for the students and their wives. SENA conducts classes daily using non-formal teaching manuals developed by the Ministry of Labor. The SENA instructors are free to use any of SIL's facilities for demonstration (e.g., harvesting crops, castrating pigs). For the students, SIL also conducts literacy and native author classes and maintains a library which includes many how-to books and publications, such as El Campesino, a newspaper written on new farming techniques in layman's terms. A new program assists the Indians in writing and printing flyers in the Indian's language, to share what they learn from the

SENA course with others in their tribe (see Appendix A). Sewing, cooking and basic health care classes are given for the women who come with their husbands. SIL received 56 sewing machines from AID several years ago and uses 13 of these at their training center; the other 43 have been distributed to Indian villages, one of which I saw in my visit to the Barasano. During the AID phase out, SIL also received some office furniture.

Saturday, October 4

Herb Brussow, a tribal team (the Stolte's), and I left at 6:30 a.m. to visit several Indian tribes and the small Indian town of Mitu in the southeast corner of Colombia. The first tribe we visited was the Northern Barasano of Canno Colorado. Using one of the jungle planes, we flew for three hours - over the Llanos for 45 minutes, and then into the dense jungle of SE Colombia. Land is hidden beneath the dense cover of trees and plants with waterways serving as the only point of direction. The first contact with a tribe is usually made through a SIL raft/foot expedition through the jungle. This exploratory trip allows SIL to assess the receptivity of the tribe to outsiders and to select a location for the linguists accessible to a large percentage of that tribe's population, which in many cases are scattered and nomadic. The Stoltes came 14 years ago to live with the Barasano, and now have three children. The Indians worked for a wage and cleared the landing strip, now accented by a basketball court. The stolte's home is situated near the runway, and is similar in construction to the tribal houses. As we landed, about 40 Barasano gathered to greet the plane and bring the Stoltes news of sickness in the tribe and current events. Their trust in the Stoltes was obvious. As I walked through the two tribal houses, watching the Indians make pottery and cook the tribes dinner, I saw many signs of SIL's assistance -- corralled pigs with a telling white stripe across their neck (a new breed introduced by SIL), orange and grapefruit trees, sanded lumber, rubber lathes, and a school house. More importantly, though, the Stoltes talk of the Barasano's change in attitudes. First aid and antibiotics (dispensed by Ms. Stolte, a PN) are accepted, where before they were not. Men will make rubber and sand lumber for sale when money is needed. The Government has sent a teacher, and the men are replacing the thatched walls of the schoolhouse with lumber. Before departing, we met the teacher who asked for arithmetic books.

Another half hour flight and we were at Acaricuara. Two single women are working here with the Tucano. This village is considerably more advanced than the Barasano as a result of the Catholic church and boarding school in the village. Here, SIL works with the Catholic Church by providing bilingual texts for the boarding school. We did not get to see many of the people because of a religious celebration in a nearby town.

Our third stop, Mitu, another half hour flight, was even more advanced and could accurately be called a town. We had hoped to meet the Monsigneur who was in charge of the school system for the Meta region, but he too was at the religious ceremony. We gassed the plane up and made a hasty departure as rain clouds moved in and threatened our return to Lomalinda that day. The day had been tiring and the three hour flight back to Lomalinda was uncomfortable.

Sunday, October 5

Sunday provided the first real exposure to the religious beliefs of SIL members. At Lomalinda, they hold a worship service and Sunday school-classes; it is their only day off from work, so to speak. In my visits to the tribes, and in my conversations with SIL members, I did not sense they were proselitizing or otherwise promoting religion or their beliefs. In my repeated questioning about member's beliefs and the development work, it seemed SIL worked to ensure there was no proselitization. While in the tribes, linguists may tell the Indians of God and the Bible, but this is done outside of their linguistic and CD work (i.e., in evenings, Sundays, and in the linguist's homes). While there, I felt I got a very open and honest representation of SIL's work. While in Colombia, SIL is a guest of the country and must respect their culture. Working with the Catholic Church or any other organization presented no problem, for they shared a goal -- improving the lives of the Indians.

After lunch I boarded the jungle plane once again for a half hour flight to Villao, and an hour later boarded a bus for Bogota. After four hours on the road, I was glad to arrive at my hotel and get some sleep.

USAID:

Monday, October 6

I returned to the American Embassy Monday morning for a debriefing. We talked for about an hour about the work of PVO's in Colombia and how AID was supporting their work. Mr. Riemer was concerned that the GOC might feel AID support for the PVOs was "sneaking in the back door" because the front door (bilateral AID channels) had been closed. He didn't seem to be against the support, but he didn't want to be surprised either. It becomes particularly important if we support the work of a highly visible PVO, such as SIL. I shared the status report Rita prepared, which they had not seen. (Not on AID principal post distribution list.) He noted that there was no country info on cooperatives, and indicated he'd like more info on PVO programs we support in Colombia. Following my discussion with Mr. Riemer I met briefly with the AID Population Officer. He wondered what we might do to encourage

PVOs to get into community-based distribution of family planning information and contraceptives. He (and Riemer) also asked that we encourage PVOs to keep them advised of their work in Colombia.

Before lunch I spent about an hour exploring Bogota. I had a 2 p.m. meeting with Foster Parents Plan.

FPP:

Tim Allen, Director FPP/Bogota, met me at the hotel and we went to FPP headquarters in the heart of the city. He had only arrived in Bogota that morning as he was transferring from the position of Director in Buenaventura. He had lived in Colombia for seven years and came to FPP from the Pan American Development Foundation. He seemed extremely capable of directing FPP's program in Bogota, particularly the health component supported by our matching grant. Buenaventura (deleted from MG) has the most advanced health program of FPP in Colombia and could be appropriately called "the model" on which the MG is based. The Ecuador health program grew out of the Buenaventura experience, as it seems the program for Bogota will, especially with Tim Allen as director.

FPP/Bogota presently serves 4,000 foster child families, with a goal to expand enrollment and service to 8,000 children and their families in the next year. Services would be extended to the outskirts of the city, in the poor urban slums and nearby mountain towns. With the exception of Tim, all FPP staff I met, including the Assistant Director, Community Development (CD), Education and Health Directors, Social Workers, and support staff, were impressed with the enthusiasm, creativity, and vitality of two FPP staff members: the CD Director, a young woman; and a social worker in the urban slum of Suba, a young male med student.

This enthusiasm seemed to have caught hold of everyone at FPP and added a real life to their program. Health is only one of several services offered by FPP/Bogota, which include CD, non-formal and formal education, vocational training, and social services. Any member of a foster child's family is eligible for FPP assistance, including parents and grandparents. (In Colombia, family size averages 6-8.) In each field, FPP's services seemed linked, or at a minimum complimentary, to the government services in that field. Programs are designed and planned with Colombian agencies to foster institutionalization of services.

More about the health program and the matching grant. As with other FPP programs, the health program builds on existing government and private services for the poor. The FPP/Buenaventura

health program is a three-party effort. In collaboration with the Ministry of Health and the Corporation Valle de Calca (CVC - similar to U.S. Tennessee Valley Authority) the program involves the construction of health posts and the training of health promoters in preventative health care practices. From the beginning, it was a collaborative effort with the CVC providing building materials and helping the communities construct the facilities; the Ministry of Health providing personnel; and FPP providing technical assistance in community health worker (CHW) training and overall management responsibility for the program. To date, eight health posts have been built, and CHWs trained and providing services to the community. CHW's receive two weeks training in health and education, group dynamics and communication, and case work (data collection). Training is conducted with the assistance of the Human Ecology Research Foundation of Cali. In Buenaventura, CHW's generally have a high school education and must have letters of recommendation from the community.

FPP/Bogota's health services are presently confined to FPP's main center in Bogota. There, FPP has several doctors and dentists, a psychological counselor, clinic, laboratory, dispensary, and emergency facilities. Services which the center is unable to provide can be obtained through other private physicians and government medical facilities at free or reduced costs. A nominal fee of 25 pesos (.50¢) is charged for each visit to the clinic. In planning the expansion of Bogota's health program to outlying areas, FPP is seeking potential partners with the hope it can be a collaborative program such as Buenaventura. Unlike Buenaventura, however, FPP/Bogota has more qualified personnel available and CHW's will typically be university-certified social workers. In Tumaco's CHW's will have a much lower educational level and FPP's training will consist mainly of on-the-job experience/training. With the matching grant support, FPP/Bogota health services will be extended to over 8,000 families. The center at Bogota will continue serving the 4,000 families it presently serves, and health posts will be established to serve Suba (2,000 families), Bolsa (2,000), and two mountain towns (600 each). Several locations need new buildings while others have facilities already built by the community. Though not firm, plans for staffing each health post would follow the Buenaventura model - one RN, one auxiliary nurse and two CHWs serving 1,500 families. The health staff is backed up by the social workers who identify health problems. One CHW works with four social workers covering a zone of 1,500 families.

The principal way a child "graduates" from FPP assistance in Colombia is by reaching the age of 18. To help change this, FPP is moving towards requiring a family development plan that would require families to set yearly goals for progress. In some countries, a 7-year maximum time for achieving goals would be set with pressure being placed on families for meeting goals or losing FPP's assistance. Once a family reached a certain income level (again, depending on the country) the child would

have to graduate, and FPP would shift its services to a more needy child and family. I visited FPP's social worker in Suba, and a foster child's family. I was struck by the poor conditions of the area, and couldn't help but feel the people had to have been better off in the rural areas.

I asked about the foster parent/child relationship which FPP appeared to still nurture, i.e., the child is required to write letter every two months. Tim felt FPP was moving away from the identification with a child to one with a family, although he saw a lot of value in the one-to-one identification, especially in the ways it served to educate the American public.

My discussions with Tim Allen and other FPP staff continued over dinner and as we watched some native Colombian dances.

Tuesday, October 7

CRRM:

After six days in Colombia, I hoped my Spanish was enough up to speed to meet with Senora Paiz of the CRRM. CRRM's headquarters is toward the edge of town in what appears to be a converted house. The office was staffed with 12 Colombians, all busy at work. Mrs. Paiz did not seem familiar with the IIRR MG proposal, nor with any plans for increased assistance from IIRR. The CRRM is presently working in 7-8 sites in Colombia, although the most active programs are in Prado Tolima and Calera. The CRRM work in communities where the farmers are somehow organized into a working group and responds to the group's requests. As with other PVOs in Colombia, the CRRM draw on the services of SENA.

The Philippines people's school approach has become Education, Salud, Organizacion Civicos, and Economica in Colombia. Twenty-one people have received training at the Philippines Center, with Mrs. Paiz having been to the Philippines twice. Only four were recent trips, with 16 being 4-5 years past. Of the 21 people trained, CRRM is only in contact with two (Ms. Paiz and one other person employed by CRRM). The CRRM has no real criteria for who receives training, nor does it have a waiting list of those ready to go. On an income scale, Ms. Paiz placed those with whom CRRM works a little better off than extremely poor, saying they would have to have something to be able to benefit from CRRM assistance. The CRRM has received no AID support; it has received CIDA's. I asked about evaluative information which Ms. Paiz said Mrs. Chin in New York had.

CARE:

I met only briefly with the Director of CARE in Colombia, Neal Huff. Of a total staff of 35, he was one of two Americans. I briefly mentioned the MG concept paper, which he knew about. He gave me a copy of the Colombian reforestation project submitted to CARE/N.Y., which would piggyback on existing CARE CD projects and infrastructure. Interestingly, it had the support of the Colombian Coffee Growers Association. Mr. Huff is one of CARE's international staff, and thus had a concern for CARE's reforestation efforts throughout the world and felt quite strongly that they should be piggyback efforts and not separate. I left Colombia about 2:00 for the Dominican Republic, by way of Puerto Rico, where I spent the night of the seventh and the morning on the 8th.

THE DOMINICAN REPUBLIC, OCTOBER 8-12

Tuesday, October 8

I was met at the airport by WRC/D.R. representative, Al Ortiz, who is also the Director of World Team. Cleo Shook and Rufus Macagba were to arrive later that evening and begin the workshop the next morning. They'd pick me up at 8 a.m.

Wednesday, October 9

Cleo and Rufus didn't arrive on the 8th as scheduled, so the start of the workshop was delayed until that afternoon. I took the opportunity to visit with AID staff in Santo Domingo.

USAID:

I met with Ruth Veith, WID and PVO program officer, and her supervisor, John Clary. They are trying to get a handle on all PVO activity in their country. It seems a LOU cable came out listing 44 PVOs operating in the D.R. and asking the Mission to comment on their programs. Clary had prepared his own list of close to 25 PVOs that he knew of in the D.R. I told him of the TAICH reports on PVO activity and shared a copy of Rita's report on our grant-funded activities. Like Colombia, the USAID wanted info on PVOs in their country. They would also like more formal and informal communication with PVC -- copies of evaluation and progress reports which mention the D.R., the IPVO study, and more PVC visits. Ruth asked about our requests for info on PVO programs and proposals. Did we take their comments seriously, and if we did, what happened to the PVOs proposal?

I agreed we needed better follow-up, but assured her we did appreciate and use their comments.

In talking, it seemed clear there were ways our program could help solve some of the Mission's problems. For example, they are looking for a U.S. PVO to work with a local women's organization. NCNW seemed a logical solution using the IDG, if it is something NCNW wants to pursue.

John Clary said he felt guilty for not telling some of their PVO success stories, such as the Dominican Development Foundation and Solidarios. Before leaving, I promised to help on three particular questions:

1. They are still unclear about registration of indigenous PVOs. Could I send them guidance, which I had told them went out?
2. There is an inconsistency in HB 9, regarding participation of IPVOs in Title I program. Can they participate, and if they can, do they need a U.S. representative at port?
3. Is there any chance of getting a Handbook for PVO officers?

WRC:

The workshop finally got started at 2 p.m., a half day late. There were other problems, as well. Plans for using a bank's facilities in Santo Domingo, with tables and a cafeteria nearby had fallen through a few days earlier, so the workshop was being given at a Bible Institute on the outskirts of town; for most of the workshop, participants sat in church pews with no writing tables. The school had agreed to provide meals for a small charge, although most opted for eating elsewhere if they had transportation. The translator did not show up, and the workshop materials had not been sent ahead for distribution. I was disappointed with the start and concerned about whether these workshops were really effective.

The workshop lasted two full days Thursday, until 9 p.m.; Friday, 8 a.m. - 9:30 p.m.; and Saturday, 8 a.m. - 12:30 p.m.). Of the fifteen people who attended the workshop, thirteen were Dominican pastors from organizations such as Iglesia de Dios, Templos Evangelicals, and the Social Services Agency for a group of Dominican churches. The other two men were from the U.S., representing the Pentacostal Church of God and the Southern Baptists. As a group, the Dominican's typically had some high school education, and served as pastors of local community churches, while the Americans were noticeably more educated (one with an MA in Education). The representative from the Southern Baptists ran a school in the north and was particularly concerned with problems facing children. In

contrast, the representative of the Pentacostal Church of God seemed to be more of the "missionary" type and very concerned with building a church, although it seemed a community bakery he had helped start was regarded as a success by all the participants. The diversity of skills and background of each man made WRC's job only more difficult.

Cleo (and Rufus, in a minor way) covered topics such as effectiveness vs. efficiency; the definition of development; participation of the community in the identification of needs; Maslow's hierarchy of needs; planning tools such as a modified logframe (CMR); the separation of development from ecclesiastical activities; budgeting; and funding sources. Briefly, the major messages were:

1. As developers, you must first understand the need, then develop a sound plan, and finally, design a project -- not the other way around.
2. Private donors are your (church-related organizations) most desired source of funds. And, of private community, there are several organizations (i.e., WRC, WV, MAP, etc.) who focus assistance on projects developed by organizations with religious base.
3. If you can plan good projects, you can find funds.
4. Concentrate on small, manageable projects.
5. Once you become organized for religious purposes, you should consider creating a similar, nonecclesiastical group for handling developmental objectives. It's usually good to separate the two objectives.

It is truly an art of teaching this type of audience. Half way through the workshop, I became impatient with some of the questions and felt sure little was being learned. I was wrong. After 1½ days of lecturing, each representative was asked to present a project idea. These were voted on, and two were selected by the group to develop as a class exercise. Many of the ideas were unrealistic and more welfare than development given the resources (skills and money) available, (i.e., a \$350,000 food distribution program). Generally the men had not caught on to "small is beautiful", nor to the need for planning and detail.

Participants were split up into two smaller groups to develop and present a log frame and budget for each of the projects selected -- vocational, education training and health promoter training. Watching the groups, I was surprised at how much the men had comprehended and were able to apply to developing a project. Their thought process seemed altered; they questioned the validity of the need, and discussed ways to involve community members in meeting these needs.

Because both projects were about \$70,000, Cleo did not offer WRC's financial assistance. Instead, he encouraged each of the representatives to work individually, or better yet, collectively, to develop and submit projects of less than \$50,000 to WRC for funding. The participants asked if WRC would provide more training for them. Cleo said yes, if requested, but that the following courses were designed for people who would have development as their principal responsibility; they (the pastors) were not the intended participants.

In conversations over the three days with Cleo and Rufus, I learned that this group was probably the least advanced they'd worked with, and, also, that many of the problems with organization of its workshop were beyond WRC's control (i.e., plane trouble). Nevertheless, it was also clear WRC needed to do better planning and that I needed to act as a catalyst in this regard. Overall, I believe the men did learn some new skills and were given food for thought.

HAITI OCTOBER 12 - OCTOBER 15

I arrived in Haiti early Sunday morning. My visit here depended more on the Mission for support than had my stops in the D.R. and Colombia. I spent a day each with Foster Parents Plan (FPP) and Cooperative for American Relief Everywhere (CARE), and a ½ day with different A.I.D. staff.

At my hotel, I also ran into a representative from the YMCA/Canada, a consultant for Save The Children and an American couple that is planning to return to the States and form a PVO.

Linda Morse, USAID health officer, came by the hotel and we talked over lunch. With the recent loss of the Mission's PVO officer (a local hire) Linda and Sue Gibson (Population Officer) will be responsible for PVO programs, and with the end of Linda's tour in Haiti in December, Sue will have a heavy workload. The Mission has OPGs with CARE, CRS and HKI, and is working with FPP in joint support of a local PVO.

The Mission also has a \$75,000/year outreach fund to make small program grants (less than 5,000) to some of the other 200 US and indigenous PVOs. Linda felt there was a pressing need for a coordinating group in Haiti to handle the massive flow of foreigners who are coming "to help." Their skills need to be matched with private organizations' needs. Overall, Linda had a good knowledge of PVOs in Haiti, including the evangelical community. Like other Missions, Haiti is feeling the pressure of budget cuts and is unable to meet all the PVO demands.

Monday October 13.

Foster Parents Plan (FPP): Linda had arranged for me to meet

with FPP staff in Port-au-Prince and Croix des Bouquets (CdB) - both sites for health programs under our matching grant. With only a brief stop at FPP/Port-au-Prince, where we met Julie Frazier, Assistant Director for FPP/CdB, we left for FPP headquarters in Croix des Bouquets (about a half-hour drive). FPP facilities in CdB are in an old school building. The center currently has 2,400 children enrolled, with the health program playing a central role in their service to FPP families. They also have an experimental rabbit raising program which seemed to be working out -- plenty of baby rabbits and cheap food -- and there is some acceptance of rabbit for human consumption. FPP's health program is closely tied to the Ministry of Health's facilities and plans. In Linda's mind, the government is more dependent on FPP, than FPP is on the government. The FPP health programs complement the \$16 million rural health delivery systems project of the A.I.D. Mission. With a GOH contribution of \$17 million (Title I), A.I.D. and GOH will build 300 health facilities, train health agents and auxiliary nurses, and establish a support system within the Ministry of Health for the administration of the program. Most of the infrastructure on which FPP's health program in Haiti is built on (and will be) results from other A.I.D. support. In CdB, FPP works with Dr. deRossna, the Director of a GOH health post about a half mile away from FPP center. The GOH health program has been in operation for slightly over a year, and is considerably more developed than other Ministry of Health facilities.

CdB has a population of 100,000. With only limited Ministry of Health resources, the short-term objective is to reach 20-30,000 people, covering a 10 mile radius. To do this, the Ministry of Health will add seven additional part-time health facilities in the area and employ 15 health agents, each covering a population of 2,000. FPP supplements Dr. deRossna's salary, pays the salary of health agents, and provides medicines. Dr. deRossna, in addition to running the center, trains all the health agents.

Agents provide four basic services: (a) provide information on what health services are available and motivate people to use the services; (b) basic medical care, such as vaccinations and first aid; (c) selection/referral of high risk cases to main health post; and (d) follow-up care of patients from main health post. The health agents collect some basic data (e.g., family size, apparent health condition, frequency of illness), which could be expanded to include a nutritional survey, if more training and materials for the health agents were available. There was an obvious need to expand the health services to outlying areas; the main health post was overcrowded with waiting patients and the center was due to close in a half-hour. The biggest health problem is with upper respiratory problems and diarrhea in children. The WFP provides some oral rehydration formula, but it is only enough to distribute to pregnant women and 1-2 of their children.

We left the health post with one of the health agents, a young woman. She seemed bright and was enthusiastic about her work. The health agent talked about treatments for illnesses she could perform (first aid, scabbies, diarrhea) and showed us her records of visits. She told us of the nutrition and health classes she organized and conducted, at her own initiative, when she found a recurring health problem, and also how to make an oral rehydration formula with sugar and water. She had been assigned four zones, covering over 2,000 people. She visited several families per day and the health post at least weekly, traveling by foot or bicycle. She said the pay wasn't enough for the amount of work demanded (e.g., middle of the night visitors), although it seemed clear she liked the job. This seemed to be a common complaint of health workers, and FPP is trying to set up a structure that provides advancement opportunities.

Linda and I returned to FPP/Port-au-Prince and spoke briefly with Meredith Richards. She didn't have many details of the matching grant and wanted to know how it might help the FPP health program in Cite Simeone, an urban slum in Port-au-Prince. I could only answer that the grant was for FPP's health program in Haiti, and it was Rose in FPP headquarters, who would have to answer her questions. I wasn't too surprised that she did not have information on the grant, because the grant review had proceeded so slowly.

Before returning to my hotel, we drove through Cite Simeone (also called Brooklyn-Boston). It was, in one word, depressing -- an urban slum of one square mile with 85,000 people. Here, FPP and A.I.D. were working with an IPVO, the Sisters of St. Vincent, in health care and crafts production projects. A.I.D. was building the hospital and financed outpatient care, while FPP paid the salaries and monitored the nutrition staff and crafts program. Given the difficult circumstances, both FPP and the Mission felt the project was working well. It is a good example of how PVO's can work in collaboration with the USAID Mission as "equal" partners.

Thursday, October 12:

CARE: I was up early again the next morning, destined for the North Western part of Haiti and several CARE CINEC (Community Integrated Nutrition and Education Center) sites. The program is similar to our "head start" programs in the U.S.; it prepares the children for first grade and, hopefully, a longer stay at school. There is a 50% dropout rate between grades 1-4, and more than 90% by grade 9. Major causes are considered to be malnutrition in children and instruction in

French. CINEC teaches children (and mothers) hygiene, nutrition and coordination and exposes pre-school children to a classroom setting. Lessons are taught in Creole, and French is introduced gradually. Over a three year period, CARE will construct 96 centers with A.I.D. support; after one year, 44 are in operation or some stage of construction. The government was to have assumed financial and administrative responsibility for all the centers simultaneously at the end of three years, but instead decided to do it in phases and assumed control of 18 centers the beginning of this second year. The CINEC centers are being planned and built alongside primary schools being constructed under a World Bank rural schools program. Again, the PVO efforts are complimentary to other donors programs.

The CINEC site we visited was a 2½ hour drive, located in a small rural community. It seemed an integral part of the primary school located next to it. As with other CINEC schools, the community had had to provide local building materials for the foundation. CARE employs a Haitian man to stimulate Community participation and interest in their programs. Once the materials for the foundation have been gathered, CARE will bring other building materials and, using Food For Work, will help with the building of the center. The center includes a large classroom, a sleeping area, a kitchen and a small office/storage room. The teacher training is conducted and coordinated by CARE and includes classroom training in pre-school subjects, community development, administration, health and nutrition. Some of the training is done by government agencies. The CINEC teachers receive a salary of \$91/month, and live at or near the center.

The class we visited had over 30 students and was run by a very energetic woman. The children were very well disciplined, and seemed comfortable in the school environment. Two mothers were preparing lunch, using both local and PL 480 food. Each mother must help ten days per year, preferably for several days at a time; this is how the mothers learn. There is also a 40 cent contribution per month per child, which can be paid in food. CARE feels very good about this first year of the program. Children who attended the first CINEC (prior to OPG), have all passed the first grade and were tested above their class level.

The young woman in charge of the entire CINEC program had just arrived from Tunisia, yet she seemed very knowledgeable about the program and quite capable. CARE's other programs in Haiti include a very successful crafts production and marketing program in the North West (CANO), a bee project, spring capping and supplemental feeding. We attempted a visit to a spring capping project, but the A.I.D. vehicle could not make the trip.

Wednesday, October 15.

I spent Wednesday morning talking with various A.I.D. staff, including Al Furman, Sue Gibson, John Becker, and Linda about various PVOs. As a result of Title II food, the major PVO's have attempted to divide the country into regions: CARE has the North and North West and Port-au-Prince; CRS, the South, Centre and West for food distribution; FPP is in the Centre and West, and the YMCA/Canada and SCF, the South.

The several hours meeting with A.I.D. staff passed quickly, and I left feeling I'd only caught a glimpse of an A.I.D. mission. In talking with Al, it seems the Mission sees PVC as a focal point for identifying and reducing inconsistencies in Agency policies. He noted the inconsistency in A.I.D.'s review and approval procedures for OPG's, and encouraged us to help get the dollar limit for field approval raised. The Mission also asked that we encourage WEI, Tom Keihne, to work in Haiti. It was clear they were a respected organization. Like A.I.D. staff in the DR and Colombia, Haiti wanted more info on PVO's operating with A.I.D. support in this country. I was also asked about an organization called Operation Double Harvest. Were they a PVO? And, if not, how could the Mission support a program of theirs? I said I'd talk to DS/Forestry about this organization when I returned and get more information. The Mission's extensive knowledge and support for PVOs came as no real surprise. I only hope it continues in the absence of their PVO officer and Linda.