

521006/  
DUPLICATE

I  
67771

I. PROJECT IDENTIFICATION

1. PROJECT TITLE  
Rural Community Development (RACMD) PD-ABB-532

APPENDIX ATTACHED  
 YES  NO  
2. PROJECT NO. (H.O. 1095.2)  
521-13-840-061

3. RECIPIENT (specify)  
 COUNTRY HAITI  
 REGIONAL  INTERREGIONAL

4. LIFE OF PROJECT  
BEGINS FY 1966  
ENDS FY 1978

5. SUBMISSION  
 ORIGINAL  
 REV. NO. 10/4/73  
CONTR./PASA NO. 521-13-840-061

II. FUNDING (\$000) AND MAN MONTHS (MM) REQUIREMENTS

A. FUNDING BY FISCAL YEAR	B. TOTAL \$	C. PERSONNEL		D. PARTICIPANTS		E. COMMOD. ITIES \$	F. OTHER COSTS \$	G. PASA/CONTR.		H. LOCAL EXCHANGE CURRENCY RATE: (U.S. OWNED)		
		(1) \$	(2) MM	(1) \$	(2) MM			(1) \$	(2) MM	(1) U.S. GRANT LOAN	(2) COOP COUNTRY	
										(A) JOINT	(B) BUDGET	
1. PRIOR THRU ACTUAL FY	2,409					189	2,118	102	48			
2. OPRN FY	74	535				93	372	70	36			
3. BUDGET FY	75	535				113	372	50	24			
4. BUDGET 11 FY	76	450				100	325	25	12			
5. BUDGET 12 FY	77	750				80	245	25	12			
6. BUDGET 13 FY	78	250				65	160	25	12			
7. ALL SUBQ. FY												
8. GRAND TOTAL	6,529					640	3,592	297				

9. OTHER DONOR CONTRIBUTIONS

(A) NAME OF DONOR	(B) KIND OF GOOD/SERVICE	(C) AMOUNT

III. ORIGINATING OFFICE CLEARANCE

1. DRAFTER Jack Nixon <i>Jack Nixon</i>	TITLE Program Officer, Port-au-Prince	DATE 10/3/73
2. CLEARANCE OFFICER Moll L. Behrens <i>Moll L. Behrens</i>	TITLE AID Representative USAID/Port-au-Prince, Haiti	DATE 10/4/73

IV. PROJECT AUTHORIZATION

1. CONDITIONS OF APPROVAL

2. CLEARANCES

BUR/OFF.	SIGNATURE	DATE	BUR/OFF.	SIGNATURE	DATE

3. APPROVAL AAG OR OFFICE DIRECTORS

4. APPROVAL A/AID (See H.D. 1025.1 VI C)

DATE	SIGNATURE	DATE

Revision of the PROP written in July 1970

No. 1

NONCAPITAL PROJECT PAPER (PROP)

Rural Community Development  
(HACHO)

## I. THE PROJECT GOAL

### A. Goal Statement

To raise the general standard of living and the productive capacity of rural Haitians in the least developed areas of northwestern Haiti.

### B. Measurement of Goal Achievement

A measurable rise in family income, the use of industrial products and the consumption of protein in the geographical area covered by the project.

### C. Assumptions about Goal Achievement

1. During the next five years the Haitian-American Community Help Organization (HACHO) will represent the single most important organized development effort in the northwestern area of Haiti.

2. A measurable change in economic status, e. g. individual income, can be projected so that it will be possible to identify the effects of HACHO's work as distinguished from changes in general conditions.

## II. PURPOSE OF THE PROJECT

### A. Statement of the Purpose

The basic purpose of this project is the establishment and maintenance of a community development organization and process in and around the towns of Anse Rouge, Jean Rabel, Terre Neuve, Gros Morne and St. Michel de l'Attalaye, and perhaps other areas in the future, so as to enroll or influence, in an organized manner, about 20% of the population of the area.

### B. Conditions Expected at the End of the Project

1. At least three community councils will be organized and functioning for each of the 62 rural sections 1/ in the areas around the above-mentioned towns.

1/ Sections rurales in Haiti are political and geographical subdivisions of the Départements.

2. These community councils will be members of the Coordinating Committee of Community Councils.

3. The functions of these community councils will include the carrying out of at least one project in social development (e. g. the construction of social centers, latrines, etc.) or at least one project in economic development (e. g. road construction and maintenance, the establishment of a community tree nursery, the introduction of improved agronomic practices, the construction or maintenance of an irrigation system, etc.) each year in accordance with decisions reached by members of the communities.

4. They will also include the regular collection of dues from council members.

### C. Basic Assumptions about Achievement of Purpose

1. Upon reaching the conditions described above, individuals and communities supporting community councils will have developed work habits and organizational practices which allow them to be self-sustaining and to exert pressure to obtain whatever outside resources they may need.

2. The "critical mass" element involved in working with 20% of the population of the communities is sufficient to create a spirit of emulation among other communities or individuals. HACHO field technicians in agriculture and community development estimate that the figure of 20% is attainable and is likely to produce a "critical mass" effect. This estimate will have to be reviewed as the project progresses. A quantifiable indicator will be the number of dues-paying members of the community councils as a percentage of the population of a given community.

3. All subprojects or activities resulting from this project will entail a contribution by each benefiting community, and the proportion of this contribution will increase so that communities not directly participating in the project may realize that aid from sources outside of the community is not the only key to achievement.

### III. PROJECT OUTPUTS

#### A. Kind of Outputs

##### 1. U. S.

Field units operating and fully staffed.

Magnitude  
of  
Outputs

Target  
Completion  
Date

5

1973-1978

Medical units functioning within the field units.

5

1973-1978

Mobile clinics/rural dispensaries functioning in areas surrounding field units.

20

1978

Nutrition centers maintained by HACHO

10

1973

Training for groups of community development workers (6 to 7 in a group) from the HACHO area in agricultural extension work.

8  
groups a year  
on the average

1973-1978

Support for HACHO field units being provided by a field support and coordination office whose operations include the maintenance of a communications and records system, the maintenance and repair of all vehicles assigned to the field units, payroll actions, logistic support, technical assistance.

Not quantifiable

1973

A fully staffed headquarters office in Port-au-Prince responsible for overall project management, budget and accounting actions, record-keeping, purchasing and logistics, technical assistance, and training.

1973-1978

III. PROJECT OUTPUTS (Continued)

A. <u>Kind of Outputs</u>	Magnitude of <u>Outputs</u>	Target Completion <u>Date</u>
<p>2. <u>Cooperating Country</u> An advisory board fully responsible for policy guidance, liaison and coordination, program review and inspection. This board will meet at least quarterly. Its members are from the various Departments of the Haitian Government involved in HACHO's activities. Its responsibility for coordination includes regulating financial assistance from the Haitian government and from other donors.</p>		<p>Board designated in 1973. Assumes full responsibilities for project management and orientation by 1978.</p>
<p>Salaries of a certain percentage of all HACHO employees being paid with Haitian government funds.</p>	<p>10% 25% 50% 75% 100%</p>	<p>Dec. 31, 1974 Dec. 31, 1975 Dec. 31, 1976 Dec. 31, 1977 Dec. 31, 1978</p>
<p>A certain percentage of the remainder of HACHO's local operating budget being paid with Haitian government funds.</p>	<p>30% 70% 100%</p>	<p>Dec. 31, 1976 Dec. 31, 1977 Dec. 31, 1978</p>
<p>Provision in the national budget for the purchase of a part of HACHO's medical supplies annually.</p>	<p>From 20% to 100%</p>	<p>Dec. 31, 1973 Dec. 31, 1978</p>
<p>3. <u>Other Donor</u> Roads being built or maintained by groups supported by CARE food for work.</p>	<p>50 kilometers a year, on the average</p>	<p>1973-1978</p>
<p>Land clearance, flood control, irrigation, terracing, etc., being accomplished by groups supported by CARE food for work.</p>	<p>5 specific projects a year</p>	<p>1973-1978</p>
<p>New or revised cropping patterns and agronomic practices introduced by U. S. Peace Corps or other agency agricultural experts.</p>	<p>A total of 10 specific pro- jects</p>	<p>1974-1978</p>

## B. Basic Assumptions

1. A well-functioning HACHO will be capable of organizing, supporting and guiding the initiatives of the communities associated with this project, and, in terms of efficiency, will be attractive to local and non-AID sources of support.
2. An advisory board will insure the Haitian government's interest in HACHO's work, will secure support for this work from concerned organizations, and will coordinate HACHO's planning and operations with those of such organizations.
3. An advisory board will be the appropriate type of body to present, from the bottom up, the views, wants and needs of rural Haitians to personalities and organizations at the policy level in Port-au-Prince. Communication from the bottom upward will be an important input in planning. An ability to handle this sort of communication is an attribute of a regional development organization such as HACHO.
4. The means will be found whereby technical assistance to activities related to agriculture may be furnished to community councils under the general auspices of HACHO.

#### IV. PROJECT INPUTS

##### A. Kind of Inputs

##### 1. U. S.

Contract with a U. S. organization for providing administrative advisory services to HACHO and procuring replacement vehicles and medical supplies and equipment and certain other supplies.

##### Magnitude of Inputs

##### Date Scheduled for Delivery

1 admin. adv. 1973-1978  
1 ass't admin. adv. 1973-1974  
1 field opr. adv. 1973-1975

Medical supplies for the HACHO area. 1973-1978

Replacement vehicles on the average 10 per year. 1973-1978

Various audio-visual and other project materials and equipment. 1973-1978

Funds for the local operating costs of the project (e. g. payroll, travel and transportation, rents, renovation costs, local purchase of project materials.)

Greater portion of the budget. FYs 1973-1975

Gradually decreasing portion of the budget. FYs 1976-1977-1978

PL 480 Title II food-for-work contribution from CARE for activities related to this project.

Approximately 10% of CARE's total PL 480 Title II food distribution program in Haiti. 1973-1978

One U. S. surplus property packaged hospital and related medicines and medical supplies.

The original acquisition cost of the hospital is about \$24,200. The volume and value of related medicines and medical supplies are yet to be determined. 1973

IV. PROJECT INPUTS (Continued)

A. <u>Kind of Inputs</u>	<u>Magnitude of Inputs</u>	<u>Date Scheduled For Delivery</u>
2. <u>Cooperating Country</u> The loan of certain heavy equipment for road-building	2 bulldozers 1 grader	1973 - onward
Garage and related facilities for the suboffice of Gonaives	-	1973 - onward
Payment of rent and utilities for the central HACHO office in Port-au-Prince	\$2,500 annually	1973 - onward
Increasing financial support from the Haitian government for all aspects of the project: salaries, capital development, agricultural extension, medical supplies, etc.	Up to 100% of the project's cost by the end of the period covered by this PROP	1973 - onward
3. <u>Other Donor</u> The possibility of a contribution to HACHO by the Government of the Federal Republic of Germany in the form of an improved water supply for Anse Rouge is being explored at present.	To be determined	To be determined
Missionary groups and a voluntary agency (Church World Service) have donated a bull and some goats for HACHO's agricultural activities.		
Soap, medicine containers, vaccines, toothpaste, etc., from CARE, United Nations Organization, etc.	Depending on availabilities	1973-1978
At St. Michel de l'Attalaye missionaries contribute medical facilities and some medicines to HACHO's medical activities.	-	1973-1978
Agricultural technical assistance in the fields of agronomy and irrigation will be furnished to community councils by the U. S. Peace Corps or some other private or public institutions.	2 agronomists 1 engineer	1974 - onward

**B. Basic Assumptions**

1. It will be possible for HACHO and the Haitian government to provide incentives to professional personnel to work in a remote area of the country.
2. Economic conditions in Haiti will continue to improve so that the Haitian government may assert its interest in this project by providing ever-increasing financial support for it.
3. U. S. agricultural surplus commodities (PL 480 Title II) will continue to be available in sufficient quantities to permit CARE to support this project with food-for-work contributions.

## V. RATIONALE

In 1966 when the initial obligation of AID funds for this project occurred, the AID program in Haiti was limited to support for the eradication of malaria and the distribution of PL 480 Title II commodities. Although relations between the governments of Haiti and the United States were strained, an interest in cooperating in the improvement of health and the encouragement of development efforts led representatives of AID, CARE and the Haitian government to support this project. Since that time HACHO, in its area of operations, has been providing much of what would be considered central government infrastructure in most countries. At the basic level of Haitian society it has been instrumental in the creation and maintenance of community councils which seek means of effectively using local resources to meet community needs.

In accordance with the original PROP for this project, submitted to AID/W July 10, 1970, HACHO's activities were expanded, starting with forward funding provided in fiscal year 1971, from an area covering about 120,000 people to one covering over 400,000. This expansion led to the installation of three fixed HACHO units in addition to the two which had previously existed, and to the establishment of a subadministrative office and a maintenance garage in Gonaives near the HACHO area of operations. Although famine conditions have existed in the area periodically, HACHO has utilized much needed PL 480 Title II commodities in food-for-work projects rather than merely for relief measures. HACHO's work in the improvement of roads has opened or reopened to truck traffic areas which were previously closed or, at best, were open only to the most adventurous travelers at certain times of the year. The results of this work have been reduced transport costs, expanded market outlets and the availability of new amenities. Basic medical services, combined with public health measures such as the improvement of supplies of potable water, the extermination of rats and the building of sanitary latrines have brought HACHO great popularity in its area of operations and have cleared the way to the important task of increasing food production through agricultural extension, soil conservation, etc.

The true measure of the achievement of the project goals, that is, a rise in family income, the use of industrial products and an increase in the consumption of protein in the geographical area covered by the project, now requires the introduction of improved agricultural technology, if the work performed by HACHO is to have any degree of permanence. The area served by the project is impoverished because it generally receives the lowest annual rainfall of any region in Haiti. This condition, in turn, limits the productivity of the soils. New approaches to self-sufficiency and the opportunity to turn agricultural production into cash must be taken if the long-term results are to be realized.

This will require the development of some means of furnishing outside technical assistance in agriculture to the HACHO staff. Currently the prospect for the involvement of another donor such as the U. S. Peace Corps is under consideration. If this effort fails, then ways will be sought to interest some other private or public institution in the agricultural problems of the Haitian Northwest.

HACHO has encouraged the formation of many dozens of active, functionally democratic community councils, thus furthering efforts in community development and education previously started, though with extremely limited means, by religious and welfare organizations and by the Government of Haiti's National Literacy and Community Action Office (ONAAC). It has been found that inputs through these community councils represent an effective means of securing the spread of education and the appropriate use of local resources for the improvement of local conditions.

HACHO's technical and professional capacity is dispersed because of the formidable difficulties in logistics and communications which are a part of working in the Haitian countryside. The organization's technical staff is supported by semiprofessional workers such as laboratory technicians, construction supervisors, equipment operators, etc. In the health area, it is bolstered by auxiliaries and in the areas of agriculture and community development by polyvalent agents. These polyvalent agents represent a key group, inasmuch as they come face to face with the population every day and have a major role to play in education and motivation.

The five HACHO units are in Jean Rabel (established in 1966), Anse Rouge (established in 1967), Terre Neuve, Gros Morne and St. Michel de l'Attalaye (all established in 1971). Experience has shown that St. Michel de l'Attalaye, a relatively prosperous town situated some distance away from the Northwest Peninsula in which HACHO's major efforts have long been concentrated, may be less in need of HACHO's organizing techniques than are other towns which have not yet received assistance. In periodically evaluating progress towards the achievement of this project's purpose, HACHO's contract advisors, its managerial staff and its advisory board should envisage the possibility of transferring the unit in St. Michel de l'Attalaye to an area of greater need.

The emphasis of the work being done by HACHO's field units is gradually being shifted from clinical medical services to preventive health and nutrition, agricultural extension and community development. Some time and resources are also being allocated to family planning services. HACHO's advisory board, which is responsible for reviewing and approving the organization's annual work plans, has indicated its interest in orienting HACHO toward gradual integration into a regional community development program in the Northwest in which various agencies of the Haitian Government would collaborate.

As a matter of principle each HACHO unit incorporates or complements facilities already existing in a given region and provides support for them, e. g. the public hospital at Jean Rabel and the mission hospital and community development groups in Pilate.

HACHO's method of operating is similar to that followed by most private agencies active in rural Haiti. Most of these agencies pay salaries above the going rates in Haiti to both their own employees and to employees of the Haitian Government on loan to them and receiving subsidies. Most work through community councils and, in terms of meeting needs, are generally more effective than are government agencies.

By and large HACHO has taken hold in places where it was needed and, establishing satisfactory relationships with existing church or state institutions, has become the major instigator of social and economic development in the area. Departments of the Haitian Government have cooperated with HACHO by assigning personnel and equipment to the organization, but the budget limitations of these departments have been so severe that plans to expand their capabilities and improve their motivation have so far had few chances of materializing. The HACHO project has been, in effect, an extra-budgetary development resource for the Haitian Government during the past few years. It is claimed, however, that the Haitian Government's receipts have been increasing by as much as 70% during this period. If such a trend continues - and there are indications that it will - it seems reasonable to expect that the Haitian Government will gradually assume greater financial responsibility for HACHO's activities.

For the foreseeable future the major areas of concentration of the AID program in Haiti will continue to be (1) food production and nutrition and (2) population planning and health. The HACHO Rural Community Development Project complements other AID-financed projects designed to contribute to these two areas of concentration, i. e. Communicable Disease Control and Road Maintenance. As the new AID-financed project in agriculture, Agricultural Development Support, is developed starting in fiscal year 1974, the extent to which HACHO's efforts can be brought into play in this project will be determined.

## VI. COURSE OF ACTION

### Action Required

After the signing of the project agreement of June 30, 1972, a new advisory board for HACHO was appointed by the Haitian government. This board is responsible for the following steps in the course of action for this project.

-Review the annual work plan which the director and the administrative advisors of HACHO will draw up during the first quarter of each calendar year; determine what changes, if any, should be made in this work plan and call these changes to the attention of HACHO's director and his advisors; approve this work plan in its final form.

-Hold meetings to discuss and establish policies, coordinate the participation of various Haitian government agencies in the project, review ongoing activities and make arrangements for necessary inspections.

-Cooperate with USAID in negotiating with the Haitian government for gradual increases in this government's share of the responsibility for financing this project.

-Determine the most efficient utilization of the Haitian government's financial contributions for this project and provide guidance to HACHO concerning methods of accounting for the use of these funds.

-Determine satisfactory staffing patterns and levels of remuneration which will allow HACHO to attract and retain competent Haitian employees.

-Assist HACHO in establishing itself as a recognized training organization for personnel graduating from Haiti's professional or vocational schools and seeking opportunities to fulfill a requirement that they perform a period of service for the Haitian government.

### Timing

During the first quarter of each calendar year.

Meetings are to be held at least once each quarter.

Starting in FY 1974 and continuing through the period of AID's financial participation in the project.

Continuing from FY 1974 through FY 1978.

An all-out effort in FY 1974, and thereafter as circumstances may require.

1974-1975 and in subsequent years if necessary.

<u>Action Required</u>	<u>Timing</u>
-Designate Haitian personnel for on-the-job training to replace AID-financed contract personnel serving in administrative capacities in HACHO.	1975 - 1976
Clarification of the magnitude of future AID commitments to HACHO and study of the sharing of responsibilities for project inputs.	1974 - 1975
-Guidance in project administration by contract personnel assigned to HACHO headquarters in Port-au-Prince.	Continuous 1974 - 1978
-Assistance by contractor's administrative advisors in the on-the-job training of Haitian employees who will eventually assume their duties.	1974 - 1978
-Monitoring field activities and advising on programming by contractor's administrative advisors.	1974 - 1978
-Coordination of field operations by the contractor's employee in the suboffice of Gonaives and on-the-job training of the Haitian chief of the suboffice.	1974 - 1975
-Operation of the garage in Gonaives for the maintenance of HACHO's field vehicles.	Continuous 1974 - 1978