

AN EVALUATION OF THE POTENTIAL FOR  
PEACE CORPS - USAID - HOST COUNTRY  
COOPERATION IN SOCIAL FORESTRY PROJECTS

H O N D U R A S

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a report prepared by

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## EXECUTIVE SUMMARY

# H O N D U R A S P A S A R E P O R T

### I. HOST COUNTRY GOVERNMENT/AGENCIES

Development priorities include agricultural production, forest management and use, continued land reform and social services. Within the forestry sector, projects totalling hundreds of millions of dollars cover a variety of development opportunities, but concentrate in the more capital-intensive forest industries. COHDEFOR, a semi-autonomous public cooperation, is the national forestry agency and is responsible for wise forest resource use and generating a profit to the national treasury. Consequently, commercial use and management of Honduran forests receives higher priority than social forestry and watershed management efforts.

COHDEFOR has used Peace Corps volunteers in a variety of roles, most recently concentrating on social forestry. COHDEFOR has supported volunteers very well and counterparts are frequently used.

AID/Honduras has had limited contact with COHDEFOR in the past but currently has two projects planned, both of which have major forest resource components.

COHDEFOR has been involved with a number of international donors, particularly the FAO and CIDA, in forestry related projects, primarily commercially oriented.

## II. PEACE CORPS

Peace Corps/Honduras has an APCD in forestry and currently there are 23 Peace Corps volunteers in forestry/conservation projects with the majority in social forestry. Other activities include forest and watershed management, environmental and wildlife management and appropriate technology. Peace Corps forestry projects are innovative and progressing as planned. PC/Honduras foresees no problems in the development or support of new projects.

Peace Corps/Honduras and AID/Honduras have recently collaborated on two projects: a fish hatchery and a national land use survey. PC/H and AID/H have signed a formal agreement outlining the steps for PC/AID collaborative projects.

Peace Corps has collaborated informally and /or indirectly with a variety of private voluntary organizations.

## III. USAID

AID/H has 2 staff members with degrees in resource protection/use. Although AID has not been formally involved in forestry projects over the last 3 years, two major projects involving up to U.S. \$35 million in loans and grants are being developed. The first is a forestry and watershed management project focusing on reforestation, agro-forestry and soil stabilization. The second proposed project is in forestry development, its main components being social forestry, institution building, and possibly, assistance to forest industries.

AID/H has had limited contact with COHDEFOR in the past. However, with the current project being developed, a new level of

contact and collaboration has been achieved.

AID/Honduras and PC/Honduras relations have been distant but are improving through agreements for future collaborative efforts and through the development of AID's two natural resource projects.

AID/Honduras has provided funding to private volunteer organizations in Honduras for a variety of social and medical projects including environmental education.

#### V. TRAINING

Both Peace Corps/Honduras and COHDEFOR are satisfied with skill-trained volunteers but point out some limitations, such as the lack of confidence among skill-trained volunteers. Experience with skill-trained volunteers is limited, so these observations are preliminary.

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## LIST OF ACRONYMS

AHE	Ecology Association of Honduras
AID	Agency for International Development
AID/H	AID Honduras
AID/W	AID/Washington
APCD	Associate Peace Corps Director
BID (IBD)	Inter-American Development Bank
CARE	Cooperative for American Relief Everywhere
CATIE	Tropical Agricultural Research and Training Center
CEDEN	Evangelical Committee for Development and National Emergency
CIDA	Canadian International Development Agency
COHDEFOR	Honduran Forestry Development Corporation
CONADI	National Investment Corporation
CONSULPLANE	High Council for Economic Planning
ESNACIFOR	National Forest Science School
FAO	Food and Agricultural Organization of the United Nations
GOH	Government of Honduras
HCA	Host Country Agency
HCM	Host Country Ministry
HCN	Host Country National
IDI	International Development Intern
INA	National Agrarian Institute
JICA	Japanese International Cooperation Agency
MRN	Ministry of Natural Resources
NGO	Non-Governmental Organization
OPG	Operational Program Grant
PC	Peace Corps
PC/D	Peace Corps/Honduras Director
PC/H	Peace Corps/Honduras
PC/W	Peace Corps/Washington
PCV	Peace Corps Volunteer
PVO	Private Voluntary Organization
RENARE	General Directorate of Renewable Natural Resources
ROCAP	Regional Office for Central America and Panama
SECOPT	Secretariat of Communication, Public Works, and Transportation
USFS	United States Forest Service
WB	World Bank

## ITINERARY

- 1/10/81 Arrived in country  
Bob Miller, PCV/Watershed Management
- 1/11/81 Introductory Field Trip, Talanga Valley,  
Bob Miller, PCV
- 1/12/81 Nick Metes, APCD/Natural Resources  
John Michael Kramer, Hydrologist, Agricultural  
Development Officer, AID/H  
Fred Zumwalt, Director, AID Office of Environment &  
Technology  
Jan Gibboney, PVO 'Officer, AID/H
- 1/13/81 Nick Metes  
Mickey Marcus, PCV/Environment & Wildlife Management  
Jorge Betancourt, Env. Planner, CONSULPLANE  
Wilberto Aguilar Nolasco, Director of Wildlife & Natural  
Resources, RENARE  
John Brosnahan, PCV/Watershed Management  
Joe Fiano, PCV/Social Forestry
- 1/14/81 Manuel Hernandez, Manager, Department of Forests,  
COHDEFOR  
John Roper, Consultant, CIDA Hardwoods Project  
Rigoberto Romero, Director of Watershed Management,  
COHDEFOR  
Russel Hawkins, International Division Intern, AID  
Henry Ischinkel, Director, Watershed Management Project,  
FAO
- 1/15/81 **Field Trip to Siguatepeque**  
Domingo Pineda, District Chief of Comayagua, COHDEFOR  
Froilan Casteneda, Director, ESNACIFOR  
Oscar Ferriera, Management Unit Chief, COHDEFOR  
Tom Neath, PCV/Social Forestry  
Khristina Neath, PCV/Social Forestry  
Barbara Selin, PCV, Social Forestry
- 1/16/81 Omar Casco, Assistant Director Social Forestry,  
COHDEFOR  
John Roper  
Roger Cano, Chief of Fuelwood Project, COHDEFOR  
Jan Baur, Dutch Forestry Advisor, COHDEFOR  
Barbara Mickel, PCV/Social Forestry  
Francisco Lainas, Forest Inventory Project, COHDEFOR  
Joan Mitchell, PCV, Social forestry  
Peter Lara, Peace Corps Director
- 1/17/81 Field Trip, Choluteca Watershed  
Bob Miller
- 1/18/81 First Draft Final Report
- 1/19/81 Follow-up Meetings  
J. Michael Kraemer, AID

Fred Zumwalt, AID  
Peter Lara, Peace Corps Director

1/20/81

Manuel Hernandez, COHDEFOR

## INTRODUCTION

This report has been prepared for the Forestry Sector in the Office of Programming and Training Coordination of Peace Corps in conjunction with the PC/AID Forestry PASA (#936-5519). The report presents a brief overview of the institutions and activities concerned with forestry and natural resource projects in Honduras. The information will assist Peace Corps and AID Washington staff in designing and implementing future forestry PASA activities through a better understanding of field operations and needs. Also, it is hoped that this report will provide in-country donor agency staff and government officials with an objective perception of current environmental projects, institutional capabilities and relationships, and possible areas for expansion.

The issues presented correspond to an outline (Appendix A) that Peace Corps/Washington provided each assessment team. We suggest that the reader review this outline of issues prior to reading the report to facilitate understanding the format and content. The issues were chosen because they will influence future Peace Corps, AID, and host country agency collaborative forestry efforts.

During the 10-day assessment visit to Honduras, interviews were conducted with key personnel from Peace Corps, AID and host country ministry institutions involved in forestry and natural resource activities. Site visits were also made to representative project areas and institutional facilities within the country.

The content of the report represents the authors viewpoint resulting from the interviews, site visits, and review of available documents. The authors wish to express their appreciation to all who contributed time and energy to making the visit complete. It is hope that the results represent a balanced and objective analysis of a complex series of activities.

## CONCLUSIONS/HONDURAS

Peace Corps and AID have developed the basis for cooperation on natural resource and forestry projects in Honduras. Even before the PC/AID PASA was signed in Washington, work was underway on at least one project involving AID funds, the Host Country agency and Peace Corps. During discussions with many of those involved, we identified three projects with good potential for increased Peace Corps involvement:

### 1) Natural Resource Management Project - Choluteca Watershed

The goal of this project is to augment the income of poor farm families by assisting them in rational, more productive uses of agricultural land. An equally important goal is to improve the management and use of forest land and other renewable natural resources. PCVs could participate in a variety of community forestry tasks: reforestation, land rehabilitation, agro-forestry, zone management, and social forestry tasks such as beekeeping and fuel-efficient stoves.

Peace Corps has requested 5 volunteers for the project. Approximately 5 more could be added within the constraints of PC/H. Expected start-up of operations will be in fall 1981.

This project, unique in Honduras, involves cooperation between several host country agencies. Although final arrangements have not been made, PCVs would likely work with counterparts from the Ministry of Natural Resources, cooperating with COHDEFOR on forestry matters.

### 2) La Tigra Watershed Project

The La Tigra area is a drainage of the Choluteca Watershed. La Tigra National Park protects the head waters of the Choluteca River. Areas immediately adjacent to the National Park, threatened by shifting agriculture and improper land use, present an opportunity for PC/H to focus its efforts on a smaller area, under the auspices of the Choluteca project. Project goals and volunteer tasks would be outlined as above for the Natural Resource Management Project.

### 3) Forestry Development Project - Comayagua Area

In contrast to the Choluteca and La Tigra Watersheds, the

Comayugua area has been heavily involved with COHDEFOR and PC/H, in traditional as well as community forestry. AID/H expects to be involved early in 1982. AID objectives include strengthened social forestry, improved efficiency of small forest industries, and institutional strengthening of COHDEFOR. Appropriate Peace Corps tasks would include forestry management, agro-forestry, reforestation, and social forestry tasks such as beekeeping and improved wood stoves. Several PCVs are working with COHDEFOR on these projects.

In addition to the preceding projects, there is an interest in using PASA funds to develop special training/support programs for volunteers already in the field. In-service training could develop modules for regional application and aid PCVs in particular skill areas. All involved expressed interest in skill-training, both in-service and pre-service. Programming needs would be minimal.

## HIGHLIGHTS/HONDURAS

- Forest resources in Honduras are substantial, having much potential to provide the foreign exchange needed for economic development.
- Rapid deforestation, slow reforestation, and inadequate fire protection are constant threats to successful management of forest resources and to the well-being of the rural population.
- COHDEFOR is a unique agency organized as a public corporation. In addition to financing its operation, COHDEFOR is required to contribute annually to the national treasury.
- COHDEFOR maintains good working relationships with Peace Corps and other donor agencies.
- International interest in Honduran forestry development is high. A large number of international donor agencies allocate massive amounts of funds to a wide variety of mostly traditional forest management activities and forest industries.
- International assistance has also supported formation of ESNACIFOR, reputedly an excellent regional training institution.
- Peace Corps/Honduras has tried to reduce its efforts in traditional forestry and to shift resources to meet requests for assistance in social forestry.
- A formal agreement describing the procedures for developing joint PC/H - AID/H projects was signed by the Peace Corps Director and the AID Mission Director in May, 1980.
- Peace Corps/Honduras has 5 volunteers programmed for

positions in the Choluteca Natural Resource Management Project supported by AID/H funds, to begin in September, 1981.

## I. HOST COUNTRY AGENCIES COMMITMENT/EXPERIENCE

### A. Host Country Government Priorities

1. During the past few years, there has been greater commitment by the Honduran government to internal development. The creation of semi-autonomous development and financial institutions evidences growing interest by the GOH in guiding national economic development. For example, CONADI seeks to channel investment into priority sectors of the economy. COHDEFOR strives to ensure rational and sustained management of forest resources to generate development capital for the national treasury. Development priorities for 1973 - 1977 were agrarian reform and coffee production (COHDEFOR 1979). Other important activities in economic development have been diversification, import substitution, and tourism.

2. Honduran economic development depends to an overwhelming extent on exports of coffee, bananas, timber, beans and tobacco. Beef and sugar are gaining importance. These products make up about 75% of all exports and generate approximately 1/3 of the GNP. Development and improvement of agriculture, including forest products, will remain high priority areas for donor agency involvement. Other activities have included infrastructure development and improvement of education, health and literacy.

3. Current development priorities have not changed, but efforts to implement programs have been hampered in the last few years by political changes and uncertainties concerning future government directions. Of immediate concern is the nature of the national constitution now being prepared. It may affect the directions of national development significantly in years to come.

Donor agencies in Honduras have been involved in a wide variety of projects such as cooperatives, rural education, family planning, medical care, agrarian reform, wells and water supplies, reforestation, literacy and many others. Particularly large projects in forestry have included sawmills, plantation studies, forest inventories, and the development of forest industries.

4. Actual government priorities for 1979 - 1988 reflect projected needs, emphasizing investment in energy, communication, and forestry. The El Cajon hydroelectric project on the Humuya river accounts for a major part of the planned \$1.0 billion public investment. Other priority areas include agriculture, forest industries, continued land reform and social services (Department of State, 1979.). Within the forestry sector, projects totalling hundreds of millions of dollars cover a variety of development opportunities, but concentrate in the more capital-intensive forest industries. For example, feasibility and planning studies are underway for a massive pulp and paper plant (\$350 million) scheduled to begin operations in 1985. Donor agencies are intimately and routinely involved in most government development projects. WB, IBD, UNDP and a host of bilateral agencies are supplying loans and grants.

5. With the possible exception of increased land reform, development priorities are unlikely to change. More joint ventures involving public and private capital are being considered; primary examples are CONADI and COHDEFOR. Recently, budget problems have affected lower-priority projects. The effects of the transition from a military to a democratic government are uncertain.

## B. Forestry Department Efforts

1. COHDEFOR is a unique national forestry agency because it is expected to manage the forest resource wisely and to return a profit to the national treasury. It is also responsible for the social development and well-being of the rural population in forest regions. COHDEFOR's priorities are toward commercial use and management of Honduran forests including inventory, protection, management, industrial development, and roads. Social forestry and watershed management, while important to Honduran development, are lower priorities since they are "non-commercial" programs.

The COHDEFOR central staff has seven departments below general management level with numerous supporting and advisory units. The field organization includes 8 forest districts responsible for work at the field level. Important forest areas have more management units. An organizational chart is included as Appendix C.

2. COHDEFOR is a semi-autonomous public corporation which receives no annual support from the central government. It contributes approximately \$10 million yearly to the national treasury.

3. Based on COHDEFOR's estimates, their 1978 professional staff consisted of 23 foresters, only 79% of those needed. At the technician level, the situation was more or less the same. (COHDEFOR, 1979). Professional and technical personnel account for approximately 20% of the nearly 2,000 COHDEFOR employees. Administrative and managerial staffs within COHDEFOR possess a high degree of formal training. Foresters head most of the district offices and special projects. Within the central management offices, many of the Department chiefs have

post-graduate training as well. There is criticism within the Department of Forests that not enough of the top administrators in other Departments possess forestry backgrounds. Unfortunately, personnel shifts are all too frequent. While relatively few employees leave the corporation, a high turnover exists due to internal transfers. Forestry training in Honduras predates COHDEFOR by at least 5 years. ESNACIFOR, begun in 1969, has trained forest technicians and managers as well as a variety of industry personnel. At the professional level, scholarships given by AID and other agencies in the early 1970s enabled forestry personnel to study abroad at the BS and MS levels. In the last decade the forestry school has expanded its programs to function as a regional technical training facility for Central America and the Spanish Caribbean. Students have been accepted from as far south as Bolivia.

Jutiapa was the original forestry research station, but it has shifted to ESNACIFOR in Siguatepeque. Most research by the forestry school is applied in nature, emphasizing provenance testing, species trials, genetic improvement, seed collection and storage, fuelwood, and evaluation of appropriate technology. A World Bank loan used to expand laboratory facilities at the forestry school will add new forest research capabilities. CATIE and ROCAP have recently initiated a fuelwood study. FAO and CIDA have provided high-level forestry advisors; their programs often touch on research such as species trials or forest management studies.

References, materials and equipment are not plentiful in COHDEFOR's installations; however, this does not seem to be a critical limiting factor. Most offices have access to a small but

adequate technical reference library, maps, vehicles, and necessary forestry field equipment. Some of the equipment is only marginally useful because parts and repair are hard to get, as in the case of slide projectors at ESNACIFOR.

4. Early COHDEFOR programs sought to develop such traditional forestry in the pine regions as inventory and management, fire protection, reforestation, and utilization. More recent programs include watershed management and social or community forestry. Necessarily, industrial forestry developments are close to commercial timber stands. The watershed and community forestry programs are located where problems are most severe or where management units have been selected as pilot projects.

New programs will increase attention to forest management planning, regeneration/reforestation, fuelwood plantations, afforestation, and institutional strengthening.

5. Public images of COHDEFOR vary widely. The urban populace sees it as another government bureaucracy with a massive budget. They fail to appreciate the role of watershed management in supplying clean, reliable and inexpensive water to urban dwellers. Rural poor people view COHDEFOR as a source of employment through wood utilization, fuel production, and forest protection. They also see COHDEFOR as an enforcement agency when permission to harvest trees or to tap them for resin is denied. Private forest owners see COHDEFOR as a regulatory agency because of restrictions on harvesting wood on private lands. For exporters of sawn wood, COHDEFOR is a monopoly through which all lumber must pass to be sold abroad. To primary and secondary forest industries, COHDEFOR is a source of investment capital and

technical assistance, as well as a regulator.

6. Plans indicate continued emphasis on intensive forest management and utilization, and better coordination among government and donor agencies. Forest exploitation will increase in more remote regions such as Olancho and as the infrastructure is developed, will include the lowland hardwoods of La Mosquitia. A precursor to developing the hardwoods resource will include inventory and management studies. Nationwide, social forestry and watershed management will modestly increase.

C. Department of Forestry Experience in Forestry Projects with Peace Corps and AID

1. AID/H involvement with COHDEFOR has been limited to informal input on occasional project proposals. No AID/H funds have been used by COHDEFOR to develop its programs of the last few years, although the Universidad de Manejo de las Zajas (Comayagua) received assistance for analyzing a socio-economic study of forest industries (CONSULPLANE, 1980). Scholarships to study forestry in the U.S. and support to establish the research station at Jutipa were given in the early 1970s. Peace Corps/Honduras' original involvement with COHDEFOR was directed to forest management and utilization, inventories, and the preparation of management plans--all traditional forestry activities. Later, PCVs worked in watershed management, wrote management plans, and helped in implementation and construction. More recently, PC/H has focused its efforts in forestry on aspects of community forestry such as terracing, check dams, agro-forestry, apiculture, resin extraction, and fuel-efficient stoves.

2. PC/H prefers to locate PCVs in basic human needs programs in rural areas. Forestry volunteers have been placed in programs

that are important in terms of Peace Corps philosophy, but are not priorities for COHDEFOR.

3. As Peace Corps forestry programs increasingly emphasize social aspects, PC/H can be expected to increase its benefits to the rural poor in small communities. Some projects, such as watershed management, tend to benefit all segments of society in many ways, some of them indirect.

4. COHDEFOR is unique in Honduras for reimbursing PC/H (L.\$150.00 per month per PCV working with the corporation) and until recently for paying a housing allowance as well. Transportation, per diem, and certain other work-related expenses are also paid. Vehicles are provided for specific projects, depending on local availability and budgeting, but in general COHDEFOR has an admirable record in this respect as well. The central office of COHDEFOR is aware, however, of the need for greater administrative support and communication with the district and unit offices. Training for PCVs is considered the responsibility of PC/H, but COHDEFOR offers the use of training facilities and technical and professional assistance.

5. Since COHDEFOR resources are limited there is not always enough money to supply counterparts on a rotational basis so that more host country agency (HCA) personnel can be exposed to the PCV and vice versa. A second approach assigns HCA counterparts from a slightly lower technical level to encourage the transfer of technical knowledge from PCV to counterpart. The latter approach avoids having two persons of equal training do a job that requires only one.

6. Most PCVs are assigned a counterpart; actual time working together depends on the job and the individuals involved.

Responses from PCVs indicated an average of about 2 days per week of work with counterparts, excluding PCV or counterpart vacations and counterpart absences due to training, job transfer, etc.

7. Most PCVs in the field work with a counterpart at the level of field technician. Occasionally a new PCV works with an office technician or professional, or with a counterpart from the community.

8. Generally, counterparts are not foresters but have training as social promoters or forestry technicians. They generally are assigned to the same work groups as PCVs and report to the same supervisor.

#### D. Department of Forestry Experience with PVOs and Other International Donor Agencies

1. COHDEFOR has been heavily involved in nearly all forestry development projects with international donor agencies. FAO and CIDA have contributed most. Financing and technical assistance also comes from IBD, the World Bank, and governments of the United Kingdom, Finland, Japan, Germany, Holland, Spain, France, and Venezuela.

2. Current cooperative projects include training, scholarships, institution building, environmental conservation, rural development, watershed and soil protection, forest industries, forest management, inventories, fire protection, seed bank development, forestry access roads, and forestry school development.

3. Future plans include continuing nearly all of these projects plus the construction of a pulp and paper mill, expanded sawmill facilities, and a comprehensive inventory and management effort in La Mosquitia. AID/H expects to be involved in two

· projects with major forest resource components: a \$15 million natural resource management project in the Choluteca watershed and a \$10 -20 million forestry development project in the Comajagua area. CIDA expects to increase its involvement with integrated rural development in the northern hardwoods region. FAO will wind down its involvement in watershed projects but will maintain a number of advisors in forest management, forest industries and at the forestry school.

## II. PEACE CORPS/HONDURAS COMMITMENT/EXPERIENCE

### A. Peace Corps/Honduras Human Resources

PC/H is fortunate to have an APCD for natural resources with a forestry background. Moreover, the PCD and APCDs for community development and agriculture support most forestry projects.

PC/H has 11 volunteers in social forestry, 5 in forest management, 3 in watershed management, 3 in environmental and wildlife management, and 1 in appropriate technology. To maintain this level of PCVs in natural resources, 5 volunteers will arrive in September '81 to replace 5 who are scheduled to leave. For a list of PCVs, projects, and COS dates, see Appendix B.

### B. Peace Corps/Honduras Physical Resources

PC/H supplies PCVs with xerox copies of important articles, reports by former PCVs, audio-visual equipment, technical back-stopping by the APCD, and access to specialized libraries. Vehicles for work-related matters are not lent to PCVs as a matter of PC/H policy.

### C. Peace Corps/Honduras Experience in Forestry and Natural Resources Projects

Recently, forestry PCVs have been involved in traditional forestry activities such as inventory, engineering and management plans and practices. Other natural resources volunteers worked in environmental and wildlife management, aquaculture, and watershed management.

Approximately half the current group of natural resources volunteers are in a wide variety of community forestry projects including apiculture, fuel-efficient stoves, rabbit production, resin cooperatives, watershed management, soil conservation, extension and community development. Some PCVs are involved in

forest inventories, fire prevention, reforestation, management plans and timber harvesting.

Skill-trained social foresters number about eleven. In addition, 3 other volunteers have been skill-trained in fish culture. Technical training is provided by PC/H but, on the job, PCVs depend on COHDEFOR (or some other HCA) for technical and administrative support. Human and technical resources in the central offices are available to any counterpart or PCV. Communication to and from the field, however, is somewhat of a problem.

The change to community forestry by PC/H results from COHDEFOR's increasing capability of handling the more traditional areas of forestry. Current PC/H forestry projects are innovative and progressing as planned even though social forestry is a low priority for COHDEFOR in many districts.

PC/H employs a broad definition of counterpart, generally meaning someone to whom a PCV may transfer skills.

There is no deliberate attempt to assign volunteers to particular regions of the country, although the PCD prefers to locate them outside the capital. Actual sites depend on HCA requests and PC/H approval of them.

PC/H foresees no problems in the development or support of new projects unless skill training requires too much APCD time. Poor timing of arrivals and low fill-rates can combine to endanger project success, and volunteers with only marginal commitment can be time consuming for PCD and APCD. Constraints derive directly from the individual qualities and personalities of PCVs. The APCD is not overloaded by the 26 volunteers in the natural resources sector. Financial constraints could become a problem should

Federation Organization or CEDEN. It is PC/H policy to assign PCVs to international development agencies. Occasionally a PCV works with a donor organization through an HCA. For example, a volunteer assigned to SECOPT inspects sites of engineering projects where AID proposes to develop rural transportation. An example in forestry would be a volunteer assigned to COHDEFOR to work on northern hardwoods project sponsored by CIDA/COHDEFOR. Peace Corps utilizes the resources of other donors, most significantly the advisory personnel from the large international development agencies. Because PVOs and NGOs typically have fewer resources than PC/H, it is unlikely that PCVs would receive increased material support or technical support from these smaller institutions. Better inter-institutional cooperation could result in increased support from the larger donors.

### III. AID/HONDURAS COMMITMENT/EXPERIENCE

#### A. AID/Honduras Staff Resources

The AID/H project manager for natural resources has an MS degree in watershed management and 3 years of experience with COHDEFOR. His present position with AID/H began 15 months ago; though his contract ends in September '81, it is likely that he will be asked to stay on. At the very least, a replacement with similar experience will be sought. An International Development Intern with a MSF degree is assigned to the mission and will be in Honduras for at least another 2 years. The Director of the Office of Environment and Technology is leaving in January of 1981, but his replacement is not expected to redirect the natural resources sector nor to change current programs significantly.

#### B. AID/H Technical Resources

The AID/H mission maintains a small development library and the Embassy has a non-circulating library for use by PCVs and HCNs. Limited but specific reference materials and sector libraries are in AID offices where persons interested in projects may use the materials inside the building. None of the libraries lend materials. AID/H personnel have an informal information network to link project personnel and specialists in other institutions and countries.

#### C. AID/H Experience in Forestry and Natural Resources Projects

During the past 3 years, AID/H has not been formally involved in forestry projects in Honduras. Projects mentioned earlier were outside the forestry sector or took place more than 3 years ago. However, two major projects involving up to U.S. \$35 million in loans and grants are being developed. An

inter-institutional project in natural resource management using AID funds (U.S. \$15 million) has been developed for the Choloteca watershed. Basically a forestry water management effort, the Choloteca project is aimed at helping the rural poor, small farmers, and the landless in the arid southern region. Direct project goals are reforestation of 4,000 ha with pine, agroforestry on 6,000 ha, and soil stabilization; indirect goals include improved income and nutrition for the target population and better watershed management. Major institutions involved include COHDEFOR, CONSULPLANE, MNR, and INA.

An AID/USFS proposal in preparation would use up to U.S. \$20 million for forestry development in the Plan Comayagua Project, begun with FAO assistance. The main component of this project would be social forestry, institution building, and assistance to forest industries (the last under debate by AID/W and AID/H). The target population is the rural poor living in Honduran forests of the Comayagua area. Project goals include employment, improved production efficiency, small industry development, forestry and land use plans, and community fire prevention.

AID philosophy is to reach the poorest of the poor; a top-down or trickle-down effort aims at improved institutional functions with more benefits reaching the rural poor, small farmers and the landless. AID is not an implementation agency, but limits its intervention to funding and technical assistance.

The common strategy of AID is institution building through technical assistance, grants, and loans. In the Forestry Development Project, institution building is among the stated goals; in the Natural Resource Management Project, several

national institutions will be strengthened by AID activities.

As far as AID/H is concerned, all projects are the ultimate responsibility of GOH, although an HCA, PVO, or NGO may initiate and implement a project.

In general, AID/H favors counterparts where they further the project objectives. AID/Honduras suggested that if PCVs are to be skill-trained, why not skill-train the counterpart instead of the volunteer, or skill-train 2 HCNs instead of a PCV and assigned counterpart? Because AID is not an implementation agency, the exact mode selected is really for the HCA to choose.

That AID/H places increasing importance on forestry and natural resources is evidenced by the programming of up to U.S.\$35 million for these activities in the next few years. There is no particular geographic focus to these efforts, the determining factor being where the HCAs or GOH want to develop or expand projects. Nor is AID/H limited to working with just one two selected agencies. COHDEFOR, INA, CONSULPLANE, MRN, or RENARE may all be practical choices for helping the poorest of the poor through natural resources development.

#### D. AID/Honduras Experience with PVOs and NGOs

AID/Honduras projects are necessarily collaborative because AID does not take part in actual implementation. PC/H and AID/H did collaborate directly in one recent project where a volunteer was assigned to SECOPT. AID/H initiated this collaboration, but it was an exception to the rule. (See Appendix D, agreement between PC/H and AID/H.)

PVOs have received funds for training in rural leadership, housing industries, and eye care, and for rural school pilot projects, family planning extension, environmental education,

rural agricultural and nutrition training for community development, and campesinos organizing for women in development. In all cases, the PVO first contacted AID/H and AID contributed operational program grants (OPG). Staff and other inputs are the responsibility of the PVO. One NGO, AHE, recently received OPG funds for environmental education projects.

Beneficiaries vary with projects but generally they are the rural poor, rural women, youth, small farmers, and the landless. The NGO effort will be directed at broader segments of the population through various information media. Though AID/H welcomes PVO and NGO proposals, its severely limited funds are a small part of a total development assistance budget in which requests for funds far exceed available monies.

#### E. AID/Honduras Relationships with Host Country Ministries and Peace Corps

Until recently, AID/H had limited contact with COHDEFOR. With the current projects in Forestry Development and Natural Resources Management involving AID/H, COHDEFOR and other HCAs, a new level of contact and collaboration has developed. These relationships are expected to improve as projects are planned and become operational. As AID/H essentially agrees with the goals and objectives of cooperating institutions, few areas of disagreement are foreseen.

The relationship of AID/H with the HCAs is not finally set, with the orientation of each institution yet to be resolved. COHDEFOR has a priority on profit-making not shared by other agencies. Precise definitions are still to be written of how institutions within GOH will cooperate, as well as the precise roles and responsibilities of other donors. Since considerable

planning remains to be done, relationships can change as programs develop.

The PC/H relationship with AID has been somewhat distant. Earlier AID/H perceptions of PC were of PCVs as personnel to be plugged into AID projects at the field level when convenient. Part of this perception may have been due to a poor understanding by the AID/Honduras staff of the 3 basic goals of PC. Recent developments, including increased dialogue between PC/H and AID/H staffs reduced misunderstanding and increased cooperation between these agencies. Some problems do, however, persist. The assessment team was told by an AID/Honduras staff person:

**"PCVs probably do a lot better on achieving goals 2 and 3 than goal 1. They are generally not that qualified technically and do not receive backstopping (e.g., information, funds, transportation). However, they do demonstrate on-site effectiveness."**

On the other hand, PC and PCVs tend to view AID as relatively insensitive to cultural manifestations in the host country and are too inclined to fund massive projects when positive results are uncertain. However, though methods and approaches vary widely between these agencies, they have in common the stated targets of their assistance, the poorest of the poor in developing countries. Deforestation, the rural poor, and their associated problems are widely shared interests in PC/H and AID/H.

Formal collaboration between AID/H and other international development agencies is the exception rather than the rule. AID/H has even advised against some development ideas as being counterproductive. For example, a project to develop large capacity sawmills will be counterproductive in regions where

reforestation and natural regeneration of the timber are not assured, as the development of prematurely increasing harvesting capacity invites further depletion and overcutting of the forest.

In some areas, AID/H expects to build on earlier projects started by other donors, but these collaborative efforts are separated chronologically. The Forestry Development project will utilize earlier FAO profile studies and thereby avoid duplication.

AID/H contributes funds to PVOs and NGOs, when available, for projects consistent with its development goals. International donor agencies, including AID/H, are generally linked through informal personal relationships.

#### IV. TRAINING

##### A. Peace Corps Volunteer Training

Both Peace Corps/H and COHDEFOR staff expressed satisfaction with skill-training to date, but pointed out some limitations. Some COHDEFOR field staff are concerned that skill-trained PCVs are less flexible than volunteers with a BS in forestry. On the other hand, individual volunteers interested in some narrow aspect of forestry may refuse to accept assignments in other sectors. Sometimes, a lack of confidence reduces PCV success and acceptance. Skill-trained PCVs should not be relied on exclusively because many tasks require the experience or judgement that a formal degree program provides.

There are limitations to what some skill-trained volunteers are prepared to do. Thus, HCAs are reluctant to commit the same resources to skill-trained PCVs as to PCVs with a BS in forestry, leading to underutilization of the former. AID expressed no worries about skill-trained volunteers, partly because programs are implemented by the HCA. Regional and unit managers of COHDEFOR expressed a need for technically-oriented PCVs to assist in carrying out important duties, while the community-oriented forester is more appreciated in the central office.

Experience with skill-trained volunteers is limited. A group of 11 PCVs skill-trained in social forestry began working in September 1980, so results are preliminary. In November 1980, a group of 3 fish culture volunteers began work after receiving skill-training. Responses have been positive, but it is too early to reach a conclusion.

Skill-training for agriculture has taken place in the Center for Human Potential (La Garita, Costa Rica), a regional PC

training facility. The social foresters were skill-trained in Honduras by PC/H staff and PCVs, the fish culture specialists in Oklahoma.

Subjects appropriate for skill-training include nursery development, seed collection, resin harvest, check dams, terracing, erosion control, composting, latrines, rural schools, fuel-efficient stoves, windmills, water wheels, hydraulic rams, solar dryers, gardens, and culture of pigs, rabbits, and bees.

Where the budget permits, most rural volunteers will benefit from mini-courses in fuel-efficient stoves, composting, latrines, and bee culture.

#### B. PCV Counterpart Training

Counterparts are an integral part of international donor agency projects (FAO, CIDA, etc.) and an important but not essential part of PC/H collaboration (see Appendix E). AID/H expressed no particular concern that projects include counterparts.

The proposal to train counterparts with PCVs interested all parties. PC/H pointed out that while some PCVs and counterparts develop good relationships, the relationships are often shortlived. COHDEFOR transfers employees relatively frequently, reducing the potential benefits of joint training. The practicality of joint pre-service training was questioned because of counterpart and PCV inability to handle the same language, whether English or Spanish. AID/H questioned the need for the PCV if the counterpart was trained in the same skills. COHDEFOR saw no problems with counterpart training, including brief periods away from work, as long as transportation and maintenance were covered by another party.

Suggested sites for training were ESNACIFOR in Siguatepeque, Honduras, the Center for Human Potential at La Garita, Costa Rica, and CATIE in Turrialba, Costa Rica.

## V. PROGRAMMING

1. Project programming under the PASA is viewed as little different from other PC/W programming requirements. PC/H staff expressed confidence in their ability and time to handle the programming for new or expanded pilot projects. Forestry programming is a continuous process in Honduras; at least one project, the Choluteca watershed, satisfies most requirements of the PC/AID PASA signed in Washington.

2. PC/H staff desired greater assurance that the PASA would not be another project from Washington, an effort by PC and AID central staffs not originating in the HCA. Interest was expressed as well in devising methods of training and support for PC/HCA projects underway, beginning with in-service training.

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APPENDIX B

NATURAL RESOURCES SECTOR: October 1, 1980

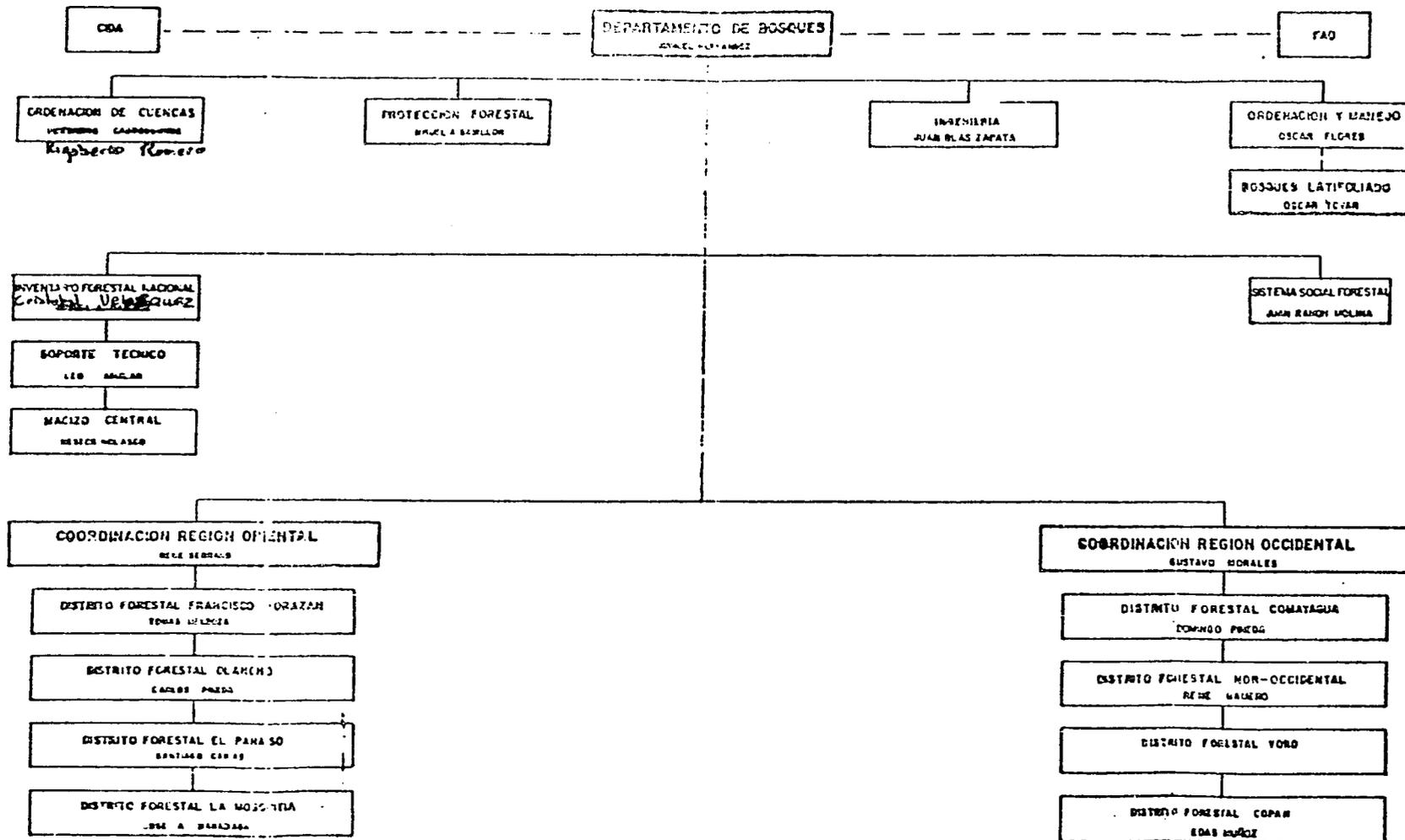
ASSIGNMENT TAKE  
 (1) - 1980-1981  
 (2) - 1980-1981  
 (3) - 1980-1981

Community Based C.D.

No.	Name	Social Security	Project Name	Proj. Code	Assignment Title	AGENCY C - COOPERATIVE CI - INTER-AGENCY	Site/Work - Work	Group #	DOB
1	GULSTON, Lionel								
2	KRAHL, Suzanne				Rep. Sp. CD	COHDEFOR			
3	MARCUS, Mickey		Env. & Wild. Mang.	522-C-6	Biology/Wildlife	D.G. de R. Nat. Ren.	Gracias a Dios Biosphere	522-79-02	3-28-81
4	FLICK, John		Forestry Mang.	522-A-7	Forestry Mang.	COHDEFOR C	Durzun Gracias a Dios	522-79-03	6-29-81
5	MAXFIELD, Douglas		Forestry Mang.	522-A-7	Forestry Mang.	COHDEFOR C	Catacamas, Olancho	522-79-03	6-29-81
6	MITCHEL, Joan Marie		Social Forestry	522-A-7	Extension/Colab.	COHDEFOR CI	La Protección, Comayagua	522-79-03	6-30-81
7	KRAHL, Kristy Kay		Forestry Manag.	522-A-7	Forestry Mang.	COHDEFOR C	Juticalpa, Olancho	522-79-04	11-21-81
8	KRAHL, Lane		Forestry Manag.	522-A-7	Forestry Mang.	COHDEFOR CI	Juticalpa, Olancho	522-79-04	11-21-81
9	MILLER, Robert		Watershed Mang.	522-A-8	Watershed Plan	COHDEFOR	Tegucigalpa D.C.,	522-79-04	11-21-81
10	GEIGER, John		Env. & Wild. Mang.	522-C-5	Air Pullution Spec.	D.G. de R. Nat. Ren. C	Tegucigalpa D.C.,	522-80-02	3-28-82
11	LIND, Jonathan		Env. & Wild. Mang.	522-C-5	Environmental Spec.	D.G. de R. Nat. Ren. C	Tegucigalpa D.C.,	522-80-02	3-28-82
12	BROSNAHAN, John C.		Watershed Mang.	522-A-8	Watershed Spec.	COHDEFOR CI	Macuelizo, Sta. Bárbara	522-80-03	8-22-82
13	BUCKLEY, Mark Francis		Social Forestry	522-A-7	Social Forester	COHDEFOR C	La Ceiba, Atlántida	522-80-03	8-22-82
14	CAVIT, Leslie I.		Social Forestry	522-A-7	Social Forester	COHDEFOR C	Yoro, Yoro	522-80-03	8-22-82
15	PIANO, Joseph V.		Social Forestry	522-A-7	Social Forester	COHDEFOR C	Macuelizo, Sta. Bárbara	522-80-03	8-22-82
16	HUGHELL, David A.		Pop. MGT.	522-A-8	Pop. MGT.	COHDEFOR C	Macuelizo, Sta. Bárbara	522-80-03	8-22-82
17	HOPKINS, Ralph C.		Social Forestry	522-A-7	Social Forester	COHDEFOR C	Popcaya, Olancho	522-80-03	8-22-82
18	MICKEL, Barbara A.		Social Forestry	522-A-7	Social Forester	COHDEFOR C	Danli, El Paraíso	522-80-03	8-22-82
19	MURPHY, Daniel W.		Social Forestry	522-A-7	Social Forester	COHDEFOR C	Durzun, Gracias a Dios	522-80-03	8-22-82
20	NEATH, Thomas		Social Forestry	522-A-7	Social Forester	COHDEFOR CI	Siguatopeque, Comayagua	522-80-03	8-22-82
21	NEATH, Kristina L.		Social Forestry	522-A-7	Social Forester	COHDEFOR	Siguatopeque, Comayagua	522-80-03	8-22-82
22	SELIN, Barbara L.		Social Forestry	522-A-7	Social Forester	COHDEFOR	Siguatopeque, Comayagua	522-80-03	8-22-82
23	YORK, Patricia L.		Social Forestry	522-A-7	Social Forester	COHDEFOR CI	Yoro, Yoro	522-80-03	8-22-82
24	MOORE, Martha A. (T)		Aquaculture	522-87	Fishculture Spec.	D.G. de R.N. Ren. CI	Comayagua Comay.	522-80-06	11-21-82
25	RICHARDSON, Shelly (T)		Aquaculture	522-87	Fishculture Spec.	D.G. de R.N. Ren. CI	Comayagua Comay.	522-80-06	11-21-82
26	STORMS, Kristen (T)		Aquaculture	522-87	Fishculture Spec.	D.G. de R.N. Ren. CI	Comayagua Comay.	522-80-06	11-21-82

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CONDEFOR 1980



APPENDIX D

AGREEMENT BETWEEN PC/H AND AID/H

This agreement between PC/H and AID/H is entered into with the mutual consent of both institutions, and in keeping with the following conditions:

1. This document is recognized to have no legal force nor implications. It is one representing voluntary cooperation wherein PC/H and AID/H agree to work together and in collaboration with Honduran host agencies to identify specific assignments for PCVs within the scope of AID/H-funded programs. The staffs of AID/H and PC/H will consult with each other as early as possible in the preparation of the AID assisted projects in order to define possible roles for PCVs within those projects.
2. For each project in which the use of PCVs is proposed, PC/H and AID/H will each designate one or more professional staff members as project representatives. The AID/H representative will introduce the PC/H representative to the counterpart staff member(s) of the host institution involved as soon as AID has the approval of AID/W to proceed in preparing the project.
3. PC/H and AID/H representatives will thereupon inform the host agency personnel of PC/H's requirement that a formal

request in writing for a PCV must be forthcoming. Such a request should include a detailed written description of the role/assignment for which the PCV(s) is requested, the site location, the names of the PCV(s) counterpart(s), and host agency supervisor(s), and the proposed duration of the assignment(s). In addition, PC/H shall require a written and signed agreement with the host agency in question wherein the responsibilities of each institution are spelled out in general terms.

4. AID/H agrees to recognize and cooperate with PC/Washington's requirements of PC/H with regard to the fixed schedule whereby PCVs are requested, recruited, selected, trained, and finally assigned as Volunteers. That schedule with specific submission dates is as follows:

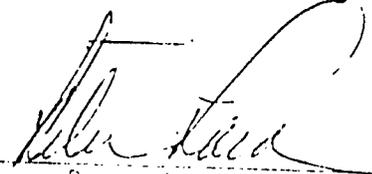
<u>QUARTER OF TRAINING</u>	<u>FINAL DOCUMENTS DUE IN PC/WASHINGTON</u>
10/1 to 12/31/80	4/1/80
1/1 to 3/31/81	7/1/80
4/1 to 6/30/81	10/1/80
7/1 to 9/30/81	1/1/81
10/1 to 12/31/81	4/1/81
ETC.	

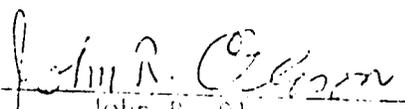
5. PC/H agrees that upon the acceptance of its participation in an AID assisted project it has the responsibility of

assuring that PCVs are located to the extent possible, trained and provided to the project according to the schedule contained in No. 4 and that should a PCV not complete his/her tour of assignment with the project PC/H will use its best efforts to see that a substitute PCV of appropriate experience is provided in a timely manner.

6. This agreement will serve for a period of three years beginning May, 1980. It may be terminated by mutual consent or voluntarily by either PC/H or AID/H once the other party has been informed in writing. It may also be revised at any time by mutual consent of both parties.

Tegucigalpa, D. C.

  
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Peter Lara  
Peace Corps Director  
Date: May 12, 1980

  
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John R. Oleson  
A.I.D. Mission Director  
Date: May 10, 1980

*Memorandum*

TO: PCD, PTO, and Don Mabrey, PM  
*Nicholas Metes*  
FROM: Nicholas Metes, PM/Natural Resources  
SUBJECT: THOUGHTS ABOUT CGOUNTERPARTISM

DATE: April 18, 1978

I would like to pass these thoughts on to you for your consideration, additions, deletions etc. Perhaps, we can discuss the ideas at our next staff meeting, if you all agree.

Thanks.



## C O U N T E R P A R T

Good Reference: Country Brochure Honduras December 1976, IV The Volunteer Experience

### PRELIMINARY QUESTIONS:

1. What is a counterpart?
2. Is the counterpart the reason for being in the Peace Corps?
3. What other reasons are there for being in the Peace Corps?
4. Does a counterpart have to physically be at the site?
5. Is a PCV working alone, without a counterpart at his site, working in a vacuum, or can his work be seen, appreciated and passed on?
6. Does the Peace Corps promise every Volunteer a counterpart?
7. What does one do after losing a counterpart?
8. What can PC do to remedy overemphasis of the counterpart relationship?
9. What can be done to assure a PCV that his work will not cease at his COS?

A counterpart is defined as a copy, duplicate, or one of two parts that fit complete or compliment each other.

Although I have heard over and over again: "The purpose of the Peace Corps is to train a counterpart, isn't it"? or "One of the basic reasons for the Peace Corps is to train a counterpart, isn't it?"; I have yet to find in the Peace Corps Act any reference to this as being a basic premise for Peace Corps activity. Although the counterpart doesn't appear to be the reason for being in the Peace Corps, when available, a counterpart or co-worker could lead to more rewarding, long lasting results, providing of course that the co-worker is receptive; motivated, capable, etc.

The Peace Corps Manual, Country Brochure as well as numerous other documents declare the mission of Peace Corps as to promote peace and friendships, by helping peoples of other countries in meeting their needs for trained man power; by promoting a better understanding of other peoples on the part of the American people and by bringing about a better understanding of America on the part of other people.

The co-worker or counterpart when present, doesn't necessarily have to be of equal status either educationally or economically. Counterparts may resemble each other but they do compliment each other. Where one has strengths in one area, the other has them in other areas. A counterpart, when operating, is not always in close proximity. A flow of information between the two individuals can also be accomplished thru reports and regular meetings.

Not every PCV will have a counterpart assigned. Often times a PCV may have as his counterpart a person less well educated. In this situation, the PCV provides the technical component while the other provides the language and cultural components as well as skills which he may have acquired in his environment. When operative, the counterpart relationship is given and taking even if not in equal or measurable ways.

In light of the previous suggestions we could almost consider a Volunteer who is teaching to have a counterpart in every student.

Is the counterpart issue always real or is it sometimes a whipping boy when other frustrations or anxieties are causing the job problems? A PCV by nature is programmed to think in terms of two years and sees his job as one which needs to be finished and have someone to repeat or continue it after he has left. In effect the fear of having one's work lost is quite real. ✓

Should the Peace Corps be promising close counterpart relationships or should we stress the other facets of volunteerism of what a PCV can do for the people, community or country in a less tangible way?

If we program a PCV to work with a counterpart, do we then overestimate our chances for success? Counterparts are often assigned but prior to the arrival of the PCV are transferred, or subsequent to the PCV arrival a transfer may occur placing the counterpart out of reach.

Are we to avoid programs which do not promise counterpart or co-worker situations? This could limit our impact by forcing us to go to agencies already more progressive and developed and possibly less in need of PCV assistance.

Why do we assume that <sup>h</sup>were a PCV works without a counterpart, his work will not continue or will probably be lost or thrown out? ✓

How can we assure that a PCV's work remains accessible and valuable? PC is interested in information retrieval. Maybe this is the route to travel: to document projects, centralize the location of data and facilitate its distribution. Detailed project plans, problems, results can do much to increase the chances of ones work being retained and properly utilized.