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FURTHER STUDIES
OF FAMILY AND COMMUNITY
DEVELOPMENT PROGRAMMING

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PREFACE

During the fall of 1979, a study of PLAN's Family and Community Development Program in the Philippines was initiated. A "Summary Report on Initial Findings" (SRIF) was disseminated by International Headquarters in 1980. The present report is a continuation of these studies. It is not intended as a restatement of the earlier findings but rather as an additional report which complements and supplements them. While the Summary Report focused primarily on an overall evaluation and assessment of program impact and process, the current report is oriented more towards an illumination of the policy issues which have emerged from these studies, particularly as they apply to family and community development programs in general.

This year's research team in the Philippines was composed of Rachel Mandia, Judith P. Castro, Ermi A. Figueroa, and Fe Marie Garcia.¹ Dr. Jules DeRaedt again served as principal investigator. Their dedication and persistence especially under difficult working conditions should not go unnoticed.

It is also important to acknowledge the logistical support of various PLAN Offices in the Philippines including PLAN/Baguio, PLAN/Manila, PLAN/Naga, and PLAN/Mindoro. Finally, the International Board and its Program Committee are gratefully acknowledged for their continued support.

EXECUTIVE SUMMARY

I. INTRODUCTION

The first report on this research project, entitled Summary Report on Initial Findings, focused on specific characteristics of the Family and Community Development Program (FCDP) in the Philippines. Interest was also expressed in the concepts and policies supporting family development programs, apart from the design of PLAN's program in the Philippines. Consequently, additional research was undertaken which included a comparative review of other PLAN family development programs.

It is important to consider the concepts of family and community development programming within an historical context. At the time of its initial conceptualization and development, the FCDP was a distinct departure from previous program designs. The diffusion and adaptation of the FCDP to other PLAN Field Offices is an indication of its appeal as a program model.

These studies have contributed to a re-examination of key program policies. This has involved discussions among International Headquarters staff, Field Office staff, and members of the International Board. New program staff in the Philippines have been revising their programs, in part, on the basis of this research project.

II. METHOD

Following the review of results from the first research phase, new and revised research questions and hypotheses were generated. The research design for this on-going study evolved into two parts. One focus was the restudy of the FCDP locations that had been researched last year; a second focus was the study of FCDP locations that had been phased-out and were no longer receiving PLAN assistance. To conduct this research a team of four fieldworkers and a senior researcher was assembled.

After a week of training, the fieldworkers were assigned to locations to collect data on specific formats and to prepare case studies. The case studies and data worksheets were mailed to International Headquarters, where they were reviewed and analyzed. The worksheet data were coded, key punched, and analyzed using SPSS and SAS.

To obtain additional data and perspectives on family development concepts, a review was conducted of family development programs being supported by PLAN at other Field Offices. This included an on-site visit to Honduras where a new type of family development program had evolved.

III. FINDINGS

The data gathered in 1981 were analyzed in two ways. First they were aggregated and compared to the 1980 data to assess changes over time. The data from phased-out

locations were compared to data from locations that were still operating.

To facilitate the assessment of impact, three variables of project outcome--project status, utility, and client participation--were developed. These variables were placed on an ordinal scale and used to calculate a total project score for each project. On the basis of a panel ranking procedure completed by senior staff from the Field and International Headquarters, relative weights were assigned to each project type. These were used to generate a weighted score. The results of the panel ranking indicate that there is a general consensus among staff on the relative importance of specific project types.

Analyses of the 1980 and 1981 data indicate a changing pattern in the selection of family projects, improved mean family monthly income, and a greater percentage of families with self-employed mothers and fathers. Family preference for project types differs significantly from the results of the panel ranking. The comparison of data from continuing and phased-out locations was non-conclusive. The findings hold promise that the program is becoming more effective. However, due to the many factors infringing upon any social program, it is difficult to pinpoint any one causative factor for the observed results.

The opportunity for families to improve their status is closely identified with PLAN itself, and it is regarded

as a vehicle to meet their expectations. In all phased-out locations there was a difference of opinion among former PLAN clients for the reasons and timing of PLAN's phase-out. Most problematic were the decisions regarding the future use of the PLAN Office. The success of the PLAN Association as an on-going community organization is dependent upon many factors. Most critical is the persistence of Association officers and members to maintain, use, and view it as a viable organization within the local political structure.

IV. FAMILY GROUP DEVELOPMENT CONCEPTS

In the research findings there are cases in which groups of families have combined their resources to undertake projects, especially in the area of income generation. The PLAN program in Honduras has evolved from the nuclear family focus of the FCDP into a family group development approach. There are six major differences between the PLAN/Honduras program and the basic design and operation of the FCDP:

- (1) The PLAN/Honduras program does not utilize a fixed program design that has been used elsewhere. Rather it is a program that is open to change and self-regulation as it evolves from staff experiences.
- (2) The management approach allows a substantial amount of decentralization in decision making. This provides senior management time to review and refine overall program policies and objectives.
- (3) Line staff are closely supervised and supported in their locations so that they can provide program services without jeopardizing administration.

- (4) PLAN/Honduras requires families to work together in groups of five to twenty-five families. Project funds are available to support the development plans established by each group.
- (5) Emphasis is placed on the reorientation and education of staff and clients so that they will understand their roles in the development process.
- (6) Management has placed greater priority on the design and operation of a process to achieve development rather than on specific development objectives.

Group development concepts and programs are also being designed in Buenaventura, Colombia. PLAN/Buenaventura incorporates a flexible term of service dependent on the goals of each group and works with larger family groups due to its urban location.

V. DISCUSSION OF FINDINGS AND MAJOR ISSUES

The final section of the report reviews a series of issues that should be considered in the design of any family or group development program.

- Blueprint and Process Programming

To be responsive to their own experiences, successes and failures, programs should have a self-correcting or cybernetic mechanism. This process programming approach allows for change over time on the basis of experience and adaptation to the program context.

- Community Participation in Program Design and Implementation

To participate in development families must convert their participation in PLAN's program into a participation

in their indigenous social and economic processes that have existed and will continue after PLAN has terminated its program.

- Process Versus Impact Goals

Impact goals provide direction, process goals provide methods. Ideally, both should be present in any program design. Family development programs provide a mechanism for the establishment of shorter-term project objectives. However, these must be viewed within a perspective of overall program goals.

- Term of Service Concept

The term of service concept is based upon the assumption that, by decreasing the amount of time families receive assistance, this will decrease their dependency upon PLAN. The results from these studies indicate that clients do not make better use of PLAN assistance just because it will terminate at some pre-determined point.

- Basic Needs or Income Generating Projects: Where Do We Put Our Emphasis?

It is difficult to address this question when project types are split into these two supposedly incongruous categories. Most projects consist of elements of either or both. This leads to a misunderstanding that any single project can indicate that PLAN is a

welfare or development agency. The nature of PLAN's work does not provide for easy solutions. More critical than the prioritizing of actual project types is the increase in participation among PLAN-sponsored families in their own development.

- Staff Skills and Organization

Successful development programs require technical skills beyond those of social work. Line staff must also be supported through training and close supervision. This may require a greater staff per family ratio at the initiation of a program while many projects are not yet underway.

I. INTRODUCTION

A. The FCDP in Historical Perspective

The initial focus of this research project was the Family and Community Development Program (FCDP) that was established and then evolved in the Philippines. While this has continued to be the main thrust, and certainly the focus of our data collection, the general concepts and policies behind family and community development programs, quite apart from the specific design of PLAN's program in the Philippines, are of greater importance. There are several reasons for this slight shift.

Due to the open-ended make-up of the initial research design, the approach taken to study the FCDP might accurately be characterized as inductive. While there were of course some preliminary research hypotheses and a delineation of program variables, the major emphasis was in describing actual conditions in FCDP locations and comparing them to the program design or model. From the initial study it was possible to delineate a series of discrete policy issues and programmatic procedures that shaped the FCDP. Some of these have already been explored.² The data collected and analyses conducted since the first report have been efforts to further understand the role of these and other procedural characteristics of the FCDP.

While we have been studying the Philippine FCDP model, other PLAN Field Offices continue to draw upon concepts of family development to design their programs. In some cases, Field Offices have used different program titles to represent the same thing; in other cases, the same program title may reflect a different program design. Concepts of family development are being utilized in the design of many PLAN Programs, including those in Bolivia, Colombia, Egypt, El Salvador, Honduras, Indonesia, Sierra Leone, and Sudan.³ The descriptions of PLAN Programs in each of these countries include references to family development plans. Other Field Offices are continuing to integrate similar concepts in their programming efforts.

To fully understand what these concepts are, it is important to place them in an historical perspective of the development of PLAN Programs. For many years PLAN assistance was provided directly to clients without the specification of individual family objectives. The assistance was also provided for an undetermined and undefined length of time. In some cases, once a Foster Child reached cancellation age, a sibling replacement was selected so that continued support of his or her family would be insured. The FCDP in the Philippines was established as a reaction to this program. Subsequently, the new program developed and incorporated family and community objectives and established a specific timeframe that would limit PLAN assistance. In establishing these new procedures, many considered that this would lead to

the realization of greater self-sufficiency and self-determination among PLAN Families. Many PLAN Programs are now moving toward a design in which there is greater structure both for families and for PLAN assistance. The structure is, in part, a result of the introduction of specific objectives and project plans for both families and communities. In addition, some programs have a specific timeframe which limits PLAN assistance to some maximum period.

In reviewing and understanding the contribution of the FCDP as a program model, it is important to recognize it as a structured effort to incorporate several policy ideas within a program design. Although it was not possible to compare the relative impacts of the FCDP with the program it succeeded, it is important to consider the relative strengths of the FCDP design from within the historical perspective provided above. It is also important to understand that at the time of its initial conceptualization and development, the FCDP was a distinct departure from previous program designs. The diffusion and adaptation of the FCDP model to so many other PLAN Programs is itself an indication of its appeal and potential contribution and impact. There has been confusion among Field staff whether some type of family development program is required. While at times certain staff have advocated this, there has not been any official policy requiring Field Offices to have family development programs.

B. Response to These Studies

This research project has contributed to the spawning of several new program ideas and changes. This has included a redefinition and reinterpretation of key program policies. First, the relative significance and meaning of the concept of "self-sufficiency" has been undergoing a reexamination. This has led to a request by the International Executive Director for the removal of the term "self-sufficiency" as a specific objective for PLAN Families.⁴

Another important element of the FCDP, the use of timeframes, has been carefully and frequently considered in meetings among International Headquarters Staff. At the August, 1980 International Conference, George Ross discussed this concept in his opening remarks. At that time, Mr. Ross remarked that "PLAN's Programs should be goal oriented within a timeframe." Linked to that was the statement "the timeframe for different objectives may be different."⁵ In various internal memoranda the significance and implication of Mr. Ross' remarks for program design have been carefully reviewed.⁶ Library research on the topic of timeframes has provided further evidence of the complexity of the issue.⁷

Meanwhile, Philippine staff have begun to reshape the FCDP in part on the basis of the SRIF. One of the most influential actions affecting the design of the Philippines FCDP programs was the decision, reached by International Headquarters in August, 1980, to decentralize the program. By 1980, the FCDP model had been replicated in 78 locations under the aegis of three regional offices reporting to a

Field Director in Manila. Given the plans for continued expansion, the Regional Offices would soon be large enough to maintain their own autonomous operations. The decision to decentralize allowed each Regional Office to become an independent Field Office with the ability to make its own programming decisions. Thus the frame work for an easily replicated FCDP program was altered. The possibilities for yet other program changes were further encouraged by the reassignment of Internationals to the Philippines, most of whom were Assistant Directors and Field Directors with experience at other PLAN Field posts. They brought with them their own ideas about how programs could/should be designed to better achieve PLAN's overall objectives.⁸

The implications of the decentralization, the influx of new staff, and the SRIF led to a meeting in Manila in November, 1980. At that time, a full discussion of the research findings and their ramifications was held among all Philippines staff and representatives from International Headquarters. As a result of that meeting, approval was given to rethink and redesign the programs to better serve agency objectives.

As the newly autonomous Field staff began to reconsider the directions of the FCDP, a new Field Office was established in the Visayan region of the Philippines. The program being designed there, while maintaining some objectives similar to the FCDP, has established a set of procedures and systems that is quite different from the FCDP design.⁹ It will take a few years before this program is fully developed.

Unlike the new Field Office in the Visayas, which was able to start completely anew, the three former Regional Offices had to continue with their existing programs, since changes in program design could not easily be implemented until Fiscal Year 1982.

An additional response to this research project came from the International Board, which at several meetings discussed and reviewed the results and significance of this research.¹⁰ The interchange of ideas between International Staff and Members of the International Board culminated in a formal written response by Dr. Johann Broekhuysen, an anthropologist and member of the International Board.¹¹ While perhaps initially intended as a critique of the SRIF, Dr. Broekhuysen's paper is an exploratory discussion of the issues emanating from these studies. Further discussions with the International Board are anticipated as a result of this report.

II. METHOD

Following the completion and review of results from the first research phase, new and revised research questions and hypotheses were prepared.¹² The research design for this ongoing study evolved into two parts on the basis of these objectives and hypotheses. One focus was the restudy of FCDP locations that had been researched last year. A second focus was the study of FCDP locations that had been phased-out and were no longer receiving PLAN assistance. To conduct this research a team of four fieldworkers and a senior researcher was assembled.¹³

Following a week of training, the fieldworkers were assigned to locations to collect data on specific formats and to prepare case studies.¹⁴ The case studies and data worksheets were mailed to International Headquarters where they were reviewed and analyzed. The worksheet data were coded, key punched, and analyzed using SPSS and SAS.¹⁵

To obtain additional data and perspectives on family development concepts, a review was conducted of family development programs being supported by other PLAN Field Offices. Besides the field research in the Philippines, additional field research was conducted in Honduras where a new type of family development plan has been evolving. The results from those inquiries are presented in section IV. of this report.

III. FINDINGS

There were several reasons for carrying out additional research in the Philippines on the FCDP. Aside from testing the validity of the revised hypotheses, there was extensive interest in using the 1980 data as a base line with which to assess program impact over the period of one year. Consequently, field research was undertaken in the same locations researched last year. The data gathered in 1981 (hereafter referred to as Time 2 data) can easily be compared to the data collected in 1980 (hereafter referred to as Time 1 data) for the same variables.

One of the main concerns of staff in the operation of any PLAN program is the probability that program impacts, generated by PLAN assistance during its period of operation, will be maintained once PLAN has phased-out of a particular area. The research undertaken in 1980 was not able to study this phenomenon as it focused on FCDP locations that were still operating. Since then, several FCDP locations have been phased-out both for administrative and programmatic reasons. Consequently, field research was undertaken in four of these phased-out locations to determine what happens upon phase-out and to identify those aspects of a PLAN Program which were able to maintain themselves after PLAN's departure.

The data from the phased-out locations can be compared to data collected this year in locations that will continue to

operate. The function for such analyses would be to compare the status of FCDF locations that have received PLAN's full complement of services and those locations that are continuing to benefit from program assistance. The latter group of locations has not participated in PLAN's Program to the extent that phased-out locations have.

To make possible these types of comparisons, the Time 2 research was conducted in eight FCDF locations. Four of these locations were studied in 1980 and continue to operate. Two other locations were studied last year but were recently phased-out. The remaining two locations were not studied previously and have been phased-out.

In those locations researched previously, fieldworkers returned to the homes of families studied last year and conducted follow-up interviews to supplement the data collected earlier. Updated reports were prepared on individual families as well as on the specific locations in which they resided. Studies were conducted of phased-out locations to provide evidence as to the impact of PLAN activities after phase-out. Unfortunately, it was only recently that these locations were phased-out.

To supplement the summative and aggregate findings presented here, brief descriptions of individual families and their communities are included in the footnotes.¹⁶ These families were selected at random from all of the data collected. They are provided only as examples for the reader to understand more fully the data source upon which the research findings are

based. Further information on the families interviewed and locations studied are available at International Headquarters.

In the analyses presented in SRIF indices were developed to assess program impact. These included the variables project status and project utility. The latter was categorized in terms of not being used, irregularly used, and on-going use. Project status had seven codes: completed, partially completed, postponed, incomplete due to lack of funds, incomplete no reason available, abandoned, and purchased. Project status and project utility have again been used as variables to code the project data. Since there was some overlap in the previous coding between these two variables, they have been redefined into a smaller number of categories.

In the discussion of the study results with senior staff, it became apparent that family participation in the program was itself an outcome goal of the program. Consequently, to assess program impact required not only the review of selected projects but also the assessment of client participation in projects. As a result, each FDP project was also coded on the basis of a new variable--client participation. This variable was coded on the basis of three characteristics: client contributed funds and labor, client contributed either funds or labor, and little or no client contribution.

These three variables of project outcome--project status, utility, and client participation--were placed on ordinal scales, each with a specific value from the highest to the lowest point on that scale. As part of the analysis of the

project data, a new variable--project score--was generated. For each project the assigned numerical value for project status, utility, and client participation were added together, so that each project received a score ranging from three (lowest) to ten (highest). This new variable--project score--was then used in a variety of analyses to assess program impact and interpret the data results.

The variable project score assumes the equal importance of project status, utility, and client participation for all projects. However, since PLAN Families participate in a wide range of project types, it was important to consider the project score in relationship to specific types of projects. The feasibility of weighing the project score on the basis of project type was therefore considered. The difficulty was how to determine relative project weight or importance. It was then decided to weight the projects on the basis of a panel ranking procedure.

Senior staff from each Philippine Field Office and three senior members from International Headquarters were asked to develop a priority listing of project types in terms of their relative importance in achieving the goals of the FCDP (Attachment F). In addition to placing each project type in relative priority, staff were also asked to provide a weight scale to the ranking so that relative weights could be established. The responses received from this panel are depicted on Tables One and Two. The results from this procedure generated a mean weight value for each project type. In our analyses this value

was multiplied by the project score to generate a weighted score.

The results from the scaling of project types is interesting in and of itself. The project types were selected on the basis of whether projects were funded from family or community sources. In presenting this assignment to the panel of staff who participated in the process, the actual goals of the FCDP were not defined. The weighing of project types in terms of the goals of the FCDP purposely avoided a detailed definition of FCDP goals. However, the actual rating of projects should reflect the staff's own definition of program goals.

Tables One and Two reveal the responses received from six staff members to arrange, in relative priority, the list of projects.¹⁷ The distribution of weights according to project type indicates that there is a general consensus on the relative importance of specific types of projects. Of course this assumes that all other factors, such as opportunity costs and the size and duration of a particular project, are equal. For some project types the distribution of relative weights lies within a relatively narrow bound of only two or three values. This was the case with family projects, such as income generating and household items, and with community projects, such as fishing, livestock, agriculture, and recreation. On the other hand there is more diversity of opinion among construction and vocation projects as funded through community projects, and social, health, and savings as family projects. In this latter group the dispersion or distribution of weights was the largest.

TABLE ONE

DISTRIBUTION OF PROJECT RATINGS
Relative Priority

Community Projects	←—————→										Mean
	1	2	3	4	5	6	7	8	9	10	
Fishing, Livestock, Agriculture							1			5	9.5
Health				1		1		1	1	2	7.8
Education						1	2	2	1		7.5
Construction			1	1				3	1		6.7
Vocational		1			2	1			1	1	6.2
Recreational	4			2							2.0

\bar{x} = 6.6
 S.D. = 2.5
 V = 5.3

TABLE TWO

DISTRIBUTION OF PROJECT RATINGS
Relative Priority

Family Projects	←—————→										Mean
	1	2	3	4	5	6	7	8	9	10	
Income Generating									2	4	9.7
Education					1			1	2	2	8.5
Health				1		1		1	1	2	7.8
Home Improvement				2	1		2	1			5.8
Savings				2	2		1		1		5.7
Social	1		1		1	1	1			1	5.3
Recreational	3	1	1	1							2.0
Household Items	3	1	2								1.8

\bar{x} = 5.86
 S.D. = 2.8
 V = 6.9

The mean weights of these project types were multiplied by the project score to calculate weighted score, an indicator of program impact.

The principal results from the data analyses are presented below. Where they appear, the variables project score and weighted project score have been derived according to the above explanation. Only the project scales developed from the responses of the program staff were used in the development of weighted project score.

A. Selected Analyses of Family Status Data

The variable need assessment is composed of an ordinal scale of one to five representing lowest level to highest level of need. The data from 136 clients in Time 1 showed a mean need assessment of 3.76. The same variable for the Time 2 data show a mean need assessment of 3.79.¹⁸ These figures indicate that PLAN is for the most part reaching its intended target group. Table Three shows the distribution of need assessment for these two data sets. The fact that the mean score for need assessment was almost identical between the Time 1 and Time 2 data could indicate one of two things. Either our data collection methods were exceptionally valid and need assessment changes little over time, or need assessment does change over time but our data collection methods were not sufficiently accurate to show that difference between 1980 and 1981.

TABLE THREE

FAMILY NEED ASSESSMENT: Time 1 and Time 2

Number of Need Assessment	Time 1		Time 2	
	No.	%	No.	%
Lowest Need	11	8.1	5	5.0
Low Need	18	13.2	14	14.0
Middle Need	20	14.7	17	17.0
High Need	31	22.8	25	25.0
Highest Need	56	41.2	39	39.0
Totals	136	$\bar{x} = 3.76$	100	$\bar{x} = 3.79$

To test for this, an additional analysis was performed with the Time 2 data to correlate need assessment with length of time in PLAN. The results of this analysis are shown in Table Four. Due to the small sample size, the data have been grouped to facilitate comparison. The derived chi square statistic (1.58) indicates that the differences in proportions falling in the need assessment categories are not statistically significant for the three groups. Thus the distribution of need assessment is not related to time with PLAN.

An important factor in interpreting these results is to consider the total length of time with PLAN with the nature of the task of improving family status and well-being. It may be that a 15 month span of time (the difference between the shortest and longest time) is not sufficient to improve family conditions to the point where they would show up as a statistically significant difference.

TABLE FOUR

NEED ASSESSMENT WITH LENGTH OF TIME WITH PLAN

	Low to Average Need	Greater than Average Need	Row Totals
Shortest Time	20	30	50
Middle Time	7	9	16
Longest Time	9	23	32
Totals	36	62	98

Another check on these data was to correlate family income with length of time with PLAN. Statistical examination indicated that there was no significant association between income and length of time with PLAN.¹⁹ Similar analyses were done for families by individual locations, but the results were similar.

Using the 1980 or Time 1 data as a base line, it is possible to assess family status change over the period of one year. To accomplish this a series of comparisons were conducted using a matched group of families. The results of these comparisons from Time 1 to Time 2 are shown in Table Five.

TABLE FIVE

STATUS CHANGE OVER TIME (1980-1981)

Family Status Variables	No. of Families		Increased		Decreased		No Change		Totals N
	N	%	N	%	N	%	N	%	
Housing Assessment	17	17.5	7	7.2	73	75.25	97		
Water Assessment	12	12.3	9	9.3	76	78.4	97		
Possession of Electricity	-		-		93	100	93	(4 missing)	
Use of Electricity	9	10.2	30	34.1	49	55.7	88	(9 missing)	
Need Assessment	17	17.53	7	7.2	73	75.25	97		
Monthly Income	58	59.8	16	16.5	23	23.7	97		
Father's Occupation	47	48.5	-		50	51.5	97		
Mother's Occupation	33	34.1	-		64	65.9	97		

A further breakdown of these results indicates that the changes in income, and mother's and father's occupation are statistically significant.²⁰ In the occupational variables both mother's and father's occupation shifted most dramatically in the "self-employed/one job" category. In 1981 a higher percentage of mothers and fathers reported that their income derived from self-employment. This seems to be supported by the fact that mean monthly income for families increased by 25% from 285.59 pesos in 1980 to 353.76 pesos in 1981.

These results may reflect a larger number of families involved in income generating activities. To the extent that this can be associated with greater self-reliance and improved family status, it would be possible to say that the FCDP is resulting in some favorable impacts. However, due to the fact that the other family status indicators such as housing, water assessment, and need assessment did not display significant changes, it must be surmised that the additional income being generated during the past year has not led to improvements in environmental conditions. Additional research could be undertaken to see whether this is due to (1) high inflation which has negated the positive gains of increased income, (2) the reinvestment of additional income in income generating projects, or (3) expenditures in other areas, such as leisure, which would not impact upon family status indicators.

B. Family and Community Projects: Comparisons between Time 1 and Time 2

Tables Six and Seven provide data for the frequency of project types, mean scores and mean weighted scores for Times 1 and 2. The mean unweighted scores for Time 1 (7.6) and Time 2 (7.5) differ only slightly. Thus the relative success of all projects has differed little over the period of one year. However, the mean weighted scores for Time 1 (50.14) and Time 2 (55.98) indicate a statistically significant difference.²¹ Thus while the relative success of projects remains unchanged, the data clearly indicate a shift in family project choices. In Time 2 there are 14% more income generating projects and 2% more home improvement projects. The frequency of other project types declined in Time 2.

A further breakdown of the results by locations demonstrates that in some cases families do not have a great deal of autonomy in making their project selections. For example, in one location all family projects, both in Time 1 and Time 2, were either income generating, home improvement, or household items. In some locations the distribution of projects shows that all project types were selected. These differences can only reflect an inconsistency in how the FDP is perceived by staff and families in different locations. This was one of the points brought out in the SRIF.

Further examination of Tables Six and Seven indicates that the frequency of social and recreational family projects

TABLE SIX

ANALYSES OF FDP PROJECTS: TIME 1

Project Types	N	(%)	Mean Score	Mean Weight	Mean Weighted Score
Income Generating	196	24.8	7.89	9.7	76.55
Education	75	9.5	5.27	8.5	44.82
Health	84	10.6	6.88	7.8	53.73
Home Improvement	247	31.3	8.30	5.8	48.15
Savings	51	6.4	7.68	5.7	43.77
Social	21	2.6	7.09	5.3	37.6
Recreational	33	4.2	6.33	2.0	12.66
Household Items	83	10.5	8.27	1.8	14.89
Totals	790	100	7.60	-	50.14

TABLE SEVEN

ANALYSES OF FDP PROJECTS: TIME 2

Project Types	N	(%)	Mean Score	Mean Weight	Mean Weighted Score
Income Generating	157	38.57	8.19	9.7	79.45
Education	13	3.2	6.58	8.5	55.95
Health	33	8.1	7.62	7.8	59.47
Home Improvement	138	33.9	6.96	5.8	40.42
Savings	30	7.37	7.9	5.7	45.03
Social	5	1.2	6.6	5.3	34.9
Recreational	5	1.2	6.4	2.0	12.8
Household Items	26	6.4	7.52	1.8	13.53
Totals	407	100	7.53	-	55.98

decreases significantly over the course of the past year. Considering the other results discussed so far, it would appear that there has been a shift in the direction of how PLAN funds are being utilized. The greater emphasis in income generating activities corresponds with the earlier discussion of the shift in mother's and father's employment status and the increase in mean family monthly income.

Observations can also be made in comparing the family project scores from Time 1 to Time 2. In five out of the eight project types, project scores increased from Time 1 to Time 2. Thus besides the shift in project choices between Time 1 and Time 2, project performance or impact can also be said to have changed in a positive way. Although the changes in many of the statistics are small, they are statistically significant and indicate that the Time 2 data reflect greater positive impact than the Time 1 data.

To what this should be attributed is difficult to say. That this program has been studied over the course of the past year might provide incentive to families and staff to perform at a higher level. On the other hand it is important to note that the decentralization of the PLAN/Philippines program has proceeded during this period, and one would anticipate that there has been greater supervision of project activity. Finally, it is known that staff in the Philippines have made efforts to alter the focus and emphasis

of their programs, based in part on the findings of this research effort.

Tables Eight and Nine present data on community development projects. The locations from which these data were collected are not matched and, therefore, the data have been presented in a format different from the family project data. The percentage distribution of project types shows significant change only in the areas of recreation and education. For the most part the data for Time 1 and Time 2 are similar including totals for mean score and mean weighted score. Thus while there has been some improvement in the outcomes for family projects, this has not yet been reflected in community projects.

C. Studies of Phased-Out Locations

What happens to an area where PLAN has worked after PLAN phases-out its program? This is a question which has concerned many observers of the FCDP and other PLAN programs. Consequently, as part of this year's fieldwork, researchers were sent into four program locations where PLAN had recently closed down its operation. The principal focus of this research was to see what evidence remained of PLAN's assistance to the community, whether the Association was continuing to have a role in local affairs, and family attitudes toward PLAN's phase-out.

Three of the researched locations had been phased-out because staff had felt that PLAN had contributed as much as

TABLE EIGHT

CDP PROJECTS: TIME 1

Project Type	%	Mean Score	Mean Weighted Score
Construction	18	8.30	49.8
Health Maintenance	17	7.6	61.56
Vocational	13	7.68	52.99
Recreational	22	6.87	15.46
Education	21	7.76	58.20
Fishing, Livestock, Agriculture	6	8.25	77.00
Other	3	8.0	-
Totals	100	54.46	314.81

TABLE NINE

CDP PROJECTS: TIME 2

Project Types	%	Mean Score	Mean Weighted Score
Construction	21	8.35	50.10
Health Maintenance	18	7.35	59.54
Vocational	12	7.76	53.54
Recreational	17	7.53	16.94
Education	15	7.51	56.33
Fishing, Livestock, Agriculture	8	8.18	76.07
Other	8	8.5	-
Totals	100	55.18	312.52

it could to community projects and that there were few new ideas for additional projects. Also, these locations had received PLAN assistance for almost five years and, according to the design of the FCDP, the program was expected to terminate at that time. The fourth location researched had been phased-out for administrative reasons.

In all the locations researched, former PLAN clients were very cordial and helpful to the fieldworkers. In most cases the latest group of Association Officers acted as representatives and assisted the fieldworker in the collection of data. Thus, although PLAN has phased-out from these locations, one could detect from this behavior that Association officials consider their role with PLAN an important responsibility and a distinct honor. It was obvious, too, from discussions that the fieldworkers had with former clients, that many would have liked to have continued their participation in PLAN's program.

In all the locations studied there was a distinct difference of opinion over the reasons and timing of PLAN's phase-out from the location. Some clients expressed disappointment, others accepted that it was time for PLAN to work elsewhere. Most problematic in the course of phase-out were the decisions regarding the future use of the PLAN Office. In most locations PLAN clients had helped construct a small office which served as a focal point for their participation in PLAN-sponsored activities. In many cases these offices are constructed on land owned either by

individual land owners or by the local barangay council. At the time of office construction, promises were usually made that, when PLAN did phase-out of the location, the ownership of the building would be transferred to the land owner, who had foregone rental payments in lieu of this arrangement, or given to the barangay council.

When the time came to actually close down the PLAN Office, this verbal agreement regarding the transfer of the PLAN Office did not sit well with PLAN Families. It was their feeling that they had built the office, that it belonged to them, and that they would need the building and the equipment it housed to continue the work which PLAN had initiated. Thus differences of opinion arose over the actual transfer of the building and its contents. In several locations PLAN Families removed all the contents from the office, including desks, typewriter and filing cabinets and placed them either in storage or in a newly designated office area.

In one location the incumbent Association officials suggested that all of the PLAN material be sold and that the monies accrued from that sale be combined with the remaining unspent community development project funds. The balance of funds would then be distributed equally among the former PLAN Families. In effect, these officials were suggesting a liquidation of all material and project assets and that these revenues be distributed in cash to members of the Association. It is interesting to note that in that

situation the majority of clients refused to go along with this plan. Instead they held new elections and selected new officers that would represent them after PLAN phase-out. (For a more detailed description of the phased-out locations, see Attachment G.)

Thus in most of the locations an informal network of PLAN Families continues to exist. They have with them some remaining community development project funds and some materials handed over to them from the PLAN Office. Of the four locations studied, two had been phased-out for less than a month, one for three months and another for five months. It is premature to determine the probability that PLAN's work will continue through these informal networks of former PLAN Families.

It would appear that the success of the PLAN Association as an on-going community organization is dependent on many factors. Perhaps most critical is the persistence of Association officers and members to maintain, use, and view the former PLAN sponsored Association as a viable organization within the local political structure. The other important factor is the manner in which available funds are used to benefit members and thus continue to support a cohesive membership with shared expectations and a willingness to work together. From their interviews with former PLAN Families, the fieldworkers sensed that to some extent the opportunity for families to develop is identified with PLAN itself. Thus when PLAN leaves, that opportunity goes

with it. No doubt PLAN raises various expectations and aspirations among sponsored families and then acts as a symbol to meet those expectations.

D. Analyses of Data from Phased-Out and Continuing Locations

The statistical data produced from the field research in the phased-out locations have been matched with data from the locations studied in 1981 but that are continuing to provide services. This provided two sets of data both generated from the same year. One originates from the four locations that have been phased-out within the last five months from the time of data collection, and the other set from locations that continue to receive PLAN assistance and that are "newer" in terms of the length of time in which they have been operating.

The family status data analyzed from these two sets was too small a sample to produce statistically significant results. Analyses of family and community project data, similar to those conducted for the restudied locations, were also performed. The mean scores of FDP projects for phased-out (7.68) and continuing (7.39) locations were not significant. Likewise, the mean scores of community projects for phased-out (7.97) and continuing (7.51) locations were almost identical. Although the analyses were able to draw certain conclusions from the comparisons of restudied locations, this was not possible in comparing the phased-out and continuing locations.

The aggregation of project scores by location can be used to assess program impact over time. Location scores can indicate whether the length of time in the program is a determining factor for project impact. The analyses have indicated that project scores are lower in the newer locations. In a way this is what would be expected as over longer periods of time projects should be more fully completed. However, the differences in scores were not significant, indicating that time is not a critical component to program performance in relationship to program goals and problems being addressed.

These results should be interpreted cautiously. Perhaps it could have been hypothesized that the mean scores of phased-out locations would have been higher than those of continuing locations. While the results have not demonstrated this to be true, perhaps they suggest that, like the family status data described earlier, the impact and changes which PLAN seeks are not easily accomplished.

Correlated to this is the assumption that a community will perform better and participate more fully in PLAN's activities once the program is more established. By not proving this to be valid, the results would indicate that there are other dynamic forces at play, including the role of the social worker, the motivational level and perspectives of clients towards the program, and efforts by staff and

Association officials to motivate and orient families in the direction of PLAN's goal.

E. Additional Analyses

A variety of additional statistical analyses were conducted on the family status, family project and community project data. These data will be stored and additional analyses conducted to respond to future queries regarding this report. One additional analysis conducted was the relationship between the frequency distribution of FDP projects and family need assessment. This was an effort to investigate the relative priority of basic needs as opposed to income generating projects from the perspective of PLAN Families.

The analysis of project selection by family need assessment was conducted with data from the phased-out and continuing locations. The results indicated that there is no statistical significance for a direct correlation between these two variables. It is possible to develop two interpretations from these results. First, project selection and priority seem to be independent of family need. Secondly, given that the weighing of project types by staff indicated a different set of priorities, the fact that client selection of projects is indiscriminate would suggest that Field staff and client perception of the program are different.

Among the other hypotheses resulting from this study was the belief that the PLAN Association would be stronger in

those locations with a smaller number of barangays. Linked to this was the assumption that community projects would be more successful in those locations with fewer barangays. This correlation or hypothesis was not verified by the data analysis, except for construction and vocation projects.²² In those cases, scores increased in reverse proportion to the number of barangays. Those locations having the fewest barangay had the highest project scores for construction and vocation projects.

F. Summary Comments

Data comparisons and analyses for the Time 1 and Time 2 data indicated changing patterns in the selection of family projects, improved mean family monthly income, and a greater percentage of families with self-employed mothers and fathers. The analyses involving the comparison of data from continuing and phased-out locations were non-conclusive. It should be considered that the data from this latter group of comparisons includes data going back to the establishment of the FCDP five years ago. The comparison of Time 1 and Time 2 data holds promise that the program is indeed shifting and that program efficiency is increasing. Due to the many factors impinging upon any social program, it is difficult to pinpoint any one causative factor for these results. However, it could be proposed that the results from this study project and the efforts by PLAN/Philippines' staff to improve the program have contributed to these findings.

IV. FAMILY GROUP DEVELOPMENT CONCEPTS

A. Group Projects in the Philippines

In previous discussions on family development plans we have pointed out the similarity of such plans.²³ Consequently, it was suggested that PLAN provide greater support for collective group projects which could address common problems. During the Time 2 study of phased-out locations, it came to the research team's attention that clients in a particular location had organized themselves into groups to participate in collective projects.²⁴

These projects were for income generating activities funded by both family development plan funds and community development funds. Table Ten summarizes the characteristics of these projects. (A complete listing of all CDP projects in this location is provided as Attachment H.) The implementation of these projects indicates that the social workers and clients were able to design a workable solution to the problem of inadequate resources upon which to initiate income generating activities. Unfortunately, proper orientation, motivation and sufficient capital are not enough to ensure the success of business endeavors. The current status of these group projects, as listed in Table Ten, attests to this. Three have been abandoned, four are still on-going but making little or no profit, and only one can be

CHARACTERISTICS AND CURRENT STATUS OF GROUP

INCOME-GENERATING PROJECTS IN ONE PHASED-OUT LOCATION

Name of Project	No. of Group Members	Resource Type & Total Capital Used	Indiv. Share of Members	Start-ing Date	Current Status
1. Rice Retail Coop. Store	8 families	FDP funds for FY'79 P2051.20	P256.40	March, 1979	Abandoned after PLAN phase-out. Members got back their shares.
2. FPP Retail Store	20 families	CDP funds P7190	-	Jan., 1978	Store is losing money. During the research period it was closed. The owner of the home (and also a member of the group) where the store is was vacationing in Manila with her whole family.
3. Cottage Industry Cement Blocks	5 families	CDP fund P2000	-	April 1978	As of March, 1981, debts against the project totaled P679.50. Production has been stopped temporarily. About 200 cement blocks are in stock.
4. Rice Retail Coop. Store	35 families	CDP fund P4500	-	July, 1976	Business actively going on. Association president manages the store without an honorarium. Average annual profit per member: P33.00 (26% profit).
5. Copra Buy & Sell Coop.	35 families	FDP funds for FY'79; P8974	P256.40	March, 1979	Abandoned after PLAN phase-out because members were dissatisfied with the small annual profit they received. Shares of individual members were returned.
6. Retail Store	25 families	FDP funds for FY'79; P6410	P256.40	March, 1979	First annual dividend per member: P33. Second: P51. After phase-out, 20 members got back their capital shares; 5 remained active. They were joined by 2 non-PLAN families. Business is slow, but surviving.
7. Retail Store	30 families	FDP funds for FY'79; P7692	P256.40	March, 1979	Abandoned after PHAN phase-out. Members got back their individual shares.
8. Copra Buy & Sell Coop.	25 officers, group leaders and representatives	CDP fund P1500	-	March, 1980	Only P500 of total capital remains in circulation because, according to the manager of the project, it is difficult to buy from copra makers since they have regular markets. The first dividend, P8.20 per member, did not satisfy most. Members are demanding for diversion into a more profitable project, or dividing the capital among themselves.

truly described as moderately successful, with an annual average profit of 26% from 1976 to 1980.

Several of these projects used outside expertise from government agencies to facilitate project implementation. Despite the fact that these projects were not highly successful, they nevertheless illustrate that clients among themselves and with the guidance of the social worker can come up with potentially fruitful projects in answer to their common needs and according to locally available opportunities.

Baguio Pilot Project

The concept of groups of families working together on possible cooperative projects is currently being experimented with in a formal way in several new Northern Luzon locations. As part of an effort to revitalize the FCDP and to design a program that necessitates greater client participation, PLAN's Baguio Office has designed a pilot project to test a new program. There are three main characteristics to this pilot project.

First families within the location are organized into small groups of families. The initial design called for groups of from 30-50 families organized on the basis of geographical proximity. However, it was felt that even at this range groups would not be sufficiently manageable to encourage inter-group cooperation. Consequently, the size of the family groups was scaled downward to approximately 10-15 families per group. It is anticipated that

these families may work together on projects for which they share a common interest.

As part of the introduction of these families into PLAN's Program and as a vehicle to develop group identity, educational materials are presented to the groups for their discussion and use. These educational kits were developed by an indigenous social welfare organization to increase the motivation, and orientation of rural families in their own development and social improvement. The kits serve to assist families in the identification of needs, resources, and objectives.

The concept behind the pilot project is that, after the family groups have been oriented and their consciousness raised, they will be able to identify specific projects that they would like to engage in. Funds previously provided under the FCDP to individual families, such as the monthly financial assistance and the family development fund, will be pooled. These resources will be used by group members to implement projects for which they have a mutual interest. The design of this program is being kept flexible so that revisions can be made as staff and clients adjust to their experiences. This makes the proposed program very much a dynamic one, in which both staff and clients become involved in its development as they experience it.

These two examples of families grouping themselves together stemmed from different circumstances. In the first case PLAN Families, in consultation with their social worker,

supported each other in the implementation of income generating projects. In the second case a specific effort was made by central office staff to develop a new program thrust and to develop it in an on-going way. All reports so far from the pilot project in Northern Luzon indicate that, while there were some initial difficulties in getting the project underway, it is now operating successfully and that it will be replicated in other locations as well. It is important to note that the focus on getting small groups of families to work together has been an evolutionary outgrowth of the Family Development Plan and its emphasis on individual family achievement. In program designs presented to International Headquarters, this concept has been referred to as the Family Group Development Plan, or simply Group Development Plan.

B. Group Development in Honduras

Program staff at International Headquarters have seen tendencies at several PLAN Field Offices to move in the direction of group development plans. In 1980 PLAN/Honduras submitted a proposal to International Headquarters to completely restructure its program using a design similar to the Philippines Family and Community Development Program. Over time this program redesign in Honduras underwent further revision and redefinition.

All PLAN Field Directors face similar dilemmas which they must resolve to develop their programs. This includes the adaptation of programs to local staffing capabilities, logistics and administrative requirements. Their decisions result in different programs. The selection of policies contributing to program design also depends upon the expertise of the Field Director, the capability of the local staff and the philosophy and overall objectives of the particular program.

Due to several basic similarities in administrative set-up, PLAN's program in Honduras can easily be compared to the original design of the Family and Community Development Program in the Philippines.²⁵ Consequently, research staff conducted a field trip to Honduras to observe how various programmatic questions had been resolved. There appear to be at least six specific ways in which the PLAN/Honduras program differs significantly from the design and operation of the FCDP. While it is not as yet possible to assess how these differences will affect program impact and lead to a more efficient program operation, these characteristics can distinguish how the program is shaped and functions.

Evolving Nature of Program Design

The PLAN/Honduras program does not utilize a fixed program design that has been developed elsewhere.²⁶ It is a program that is open to change and to self-correction. The program design has been evolving as the staff learn from their experiences in establishing and testing out specific policies. There is receptivity to new ideas and

a recognition that, as the program evolves, additional strategies must be developed to handle new situations. As examples of this, there is the historical movement of the program from an individualized family development plan to a family group development plan. After this idea developed, staff realized that, in order for the group members to handle more responsibility, they would have to be trained or oriented to understand that responsibility and use it to serve their own defined purposes. Consequently, the senior staff of PLAN/Honduras is currently engaged in the development of an educational course for PLAN clients to prepare them for this responsibility.

Management Approach

Management staff at PLAN/Honduras has delegated a substantial amount of authority to staff closer to line positions in the Field. This allows for more rapid procedures in decision-making, such as hiring and direct supervision, and provides senior management time to review and refine development policies and program objectives. Senior management has taken itself away from the day-to-day activities and responsibilities of running the program so that the capabilities of staff at lower levels are utilized more fully. Senior staff now have time to resolve problems and inconsistencies in the overall system. They are open to different ideas and suggestions for improving program content and direction, as proposed by both staff and families.

In the design of the FCDP-Philippines there are three levels of authority: the social worker, the social worker supervisor, and the Director (or PLAN International). PLAN/Honduras utilizes six levels of responsibility including social promoters, assistant regional coordinators, regional coordinators, zone program director, sub-director (a PLAN International), and Country Director (a PLAN International). By having this depth in management levels, and delegating responsibility to the lower levels, provisions are made for a significant degree of staff supervision and training, while at the same time freeing senior staff so that they can have an overview of the entire program.

Line Staff Coordination

Each PLAN/Honduras location has approximately 200 families and is staffed by two social-health promoters. These promoters work as a team to share responsibilities, not only for program, but also for administrative areas such as donor services and financial control. These promoters can rely on each other for support and direction, thus minimizing their own personal isolation. This team approach also provides a depth to staffing so that, if one promoter is sick or resigns, it is relatively easy to maintain the operations of a particular location with minimal disruption. The majority of the promoters are male high school graduates. They have sufficient education to handle the administrative aspects of the position, yet not too much education to alienate them from the living conditions and mores of

the campesino. All promoters must attend a health course sponsored by the government.

Group Development

Instead of reinforcing the separation of individual families, PLAN/Honduras requires PLAN Families to work together in groups of no less than five and no more than twenty-five families. Each group elects a leader or representative. A Development Plan is established through group consensus. Each Fiscal Year the group is provided with a specific budget to use for the implementation of its projects. Each group completes a development plan form to establish a list of no more than five projects which it intends to implement during the Fiscal Year. This process encourages families to work together while minimizing the amount of paper work for the promoters as one form is sufficient for many families. The use of groups also acts as a check and balance on the participation and motivation of families in PLAN's Programs. Recently, staff have discussed the possibility of giving groups the responsibility for the collection of Foster Children letters and the cancellation of non-cooperative families.

Project Funding

The amount of funds available to a family group is determined by the number of participants. In Fiscal Year 1982 each group was budgeted \$46 per member. Funds not expended by the 11th month of the Fiscal Year are made available to other groups.²⁷ The entire budget for

PLAN/Honduras is provided on two Sector Program Outlines (SPO): Family Development and Community Development. Family development funds go into the budget for each family group and for the salaries of technical specialists who may assist families in their projects. The SPO for community development provides funds for community projects that are implemented through local community groups and PLAN Families. There is no PLAN Association operating in PLAN/Honduras.

Staff and Client Orientation and Training

Given the management style of decentralization and delegation of authority, PLAN/Honduras is as much, if not more, interested in setting up a process for client participation in decision-making as it is in achieving any specific development objectives. The emphasis of the program is on providing families with a mechanism to establish their own objectives through the assistance of the social promoter. To achieve a high level of responsibility among clients and staff, it is recognized that a significant amount of training, orientation, and education must be provided so that clients and staff will understand their roles in the development process.

Besides procedures followed to train new staff workers, PLAN/Honduras is currently designing a program manual which will include lessons for the on-going training of promoters. Currently, promoters and their supervisors from each region have monthly staff meetings. Part of these meetings are devoted to training sessions in a

variety of topics including group dynamics, leadership development, family cooperation, latrine construction and other areas that can provide guidance to family groups.²⁸

With PLAN/Honduras' focus on setting up and supporting a process to facilitate client participation in decision-making, staff have held many discussions about how clients can be brought into this process. It was as a result of these discussions that the decision was made to set up an education and orientation course for PLAN Families, as already mentioned. With the help of an outside consultant, a twelve chapter educational course has been developed and reviewed by senior management.²⁹ The complete course, including slides, will be presented in all PLAN locations. Separate sessions will be given to the group representatives, local leaders, and each family group. It has been estimated that it will take two months to present each chapter to all parties.

Focus on Process Goals

Initially, PLAN/Honduras did not take a specific stance in terms of supporting basic needs vs. income generating projects.³⁰ The focus of the program has been to encourage the participation of clients in decision-making and establishing a process that allows clients to determine their own direction for development/assistance. When clients wish to pursue basic needs projects rather than income generating ones, these have been approved. This has been the policy since the program is relatively new, evolving, and in a

period of consolidation. After PLAN has worked in an area for several years and families have requested a variety of basic needs projects, such as the purchasing of household furniture or clothing, it is anticipated that, as a result of the educational course, clients will be motivated to engage in income generating projects. The choice will be theirs.

There is no specific timeframe or limit to the number of years in which clients will receive assistance. The concept is that clients themselves will decide how long they wish to participate in PLAN's program and how long they need access to services. With proper education, motivation and orientation, it is felt that clients will be able to determine when they should terminate their assistance from PLAN. It is hoped that, when their affiliation with PLAN ends, families will continue to work within their original groups.³¹

These are the major characteristics which distinguish the group development plan in Honduras from the design of the FCDDP. What is especially important is that this program evolved from an individualized family development approach. FY'82 is the first full year in which this program will be in operation. It is certainly too early to determine what achievements this program will make. Nevertheless, it provides comparisons to other program models.

C. Group Development in Buenaventura, Colombia

The concept of group development has also been used by PLAN/Buenaventura in the redesign of their program. This case is another example of the diffusion of project design ideas. The Field Director who is currently designing the program in Buenaventura was previously assigned to Honduras where he participated in the evolution of the group development plan there.

There are differences between these programs as they have each been adapted to local conditions. Two major factors in the design of the group development plan in Buenaventura are the urban location of PLAN's operations and the length of time in which PLAN has already worked in Buenaventura. As this new program approach is being implemented, there are plans to open Buenaventura's first sub-office in Tuluá. It is anticipated that it will be easier to implement a group development program there.

The design of the Group and Community Development Program (GCDP) includes characteristics which distinguish it from the other group development programs. In the GCDP it is anticipated that PLAN will not work in any area for more than twelve years and that a critical evaluation will be conducted after the five to seven year mark.³² The actual timeframe will depend on the goals of each group.

Each social promoter will be responsible for about 140 families organized into groups of 20-25 families. Efforts will be made to incorporate non-PLAN families in the activities of these family groups. Depending upon the particular interests of the group members sub-groups will be formed to participate in particular projects. Projects will be selected from a list of approved projects with a recommended budget. It is expected that, during the first few years of the program, the main thrust of the group projects will be toward individual aid to families, with an emphasis on education and income generation.

Over time, families will become less involved in particular group development projects but increase their involvement in community development projects. This transition is based on the fact that in the past the PLAN/Buenaventura program was based primarily on direct financial assistance. The conversion to community development efforts will take place over a period of several years. Plans are to phase in the GCDP in Buenaventura before the end of FY'82. The new program area in Tuluá will immediately begin operating on the basis of the GCDP.

D. Features of the Group Development Concept

The programs described here from the Philippines, Honduras, and Buenaventura, Colombia reflect a growing trend toward programs that utilize groups of families.

The main thrust is to encourage families, living in the same geographical area, to organize themselves into small support groups. These groups are then used to facilitate client participation in project design, implementation, and evaluation. This allows for the decentralization of decisions regarding the distribution and use of PLAN funds. At the same time it encourages and reinforces cooperative efforts. It is assumed that this will ferment greater motivation among individual family members to contribute their own efforts. The smaller groups also construct smaller support networks to allow families to depend upon each other. This can create a synergistic effect in which the efforts and energies of the whole group are larger than the aggregated efforts of everyone.

The use of family groups can also simplify the work of the social worker or social promoter. First there is less paper work to complete, as project funds and development plans are centered around the objectives and activities of the group. Social workers can concentrate their educational efforts within the group. Instead of dealing with individual families on a regular basis, the social worker can save travel time by meeting with family groups. Little is lost in the way of individual attention since the activities of the social worker with respect to individual families are more or less the same. However, this will require different skills on the part of the social worker. Now instead of dealing with many individual families, the

social worker will be engaged in group dynamics and in working with the family groups so that they may take greater control of decision-making.

While there would appear to be several advantages to the group development approach, there are certain political implications of group meetings that must be heeded. In many Third World countries, any effort to organize the rural poor into groups can be viewed as subversive, and a threat to the prevailing political order. In many cases such perceptions are common place and can create havoc in PLAN's relationships with local officials whose cooperation is essential.

The presentation of these ideas of group development is not intended as any comment on their liability or guarantee of success. Rather they are intended to show the evolution and diffusion of a program design and to provide Field Directors with additional ideas for use in their programs. Additional and longer term study would be needed to assess the applicability of the group development concept to other PLAN Field locations. An important qualifying factor in the potential success of the group development approach is the degree to which cultural and social factors encourage or discourage cooperation among families. In those PLAN Field Programs where the social structure is undergoing some fundamental change and where a wider range of economic opportunities are available, the use of groups

may actually contribute to a lessening of development energies. In such cases greater emphasis should be directed towards the achievement of individual families.

Equally critical is how families perceive themselves in terms of their own constellation, as nuclear families or as extended families, with many dependent links in the social order. Thus both cultural and social factors will affect the feasibility of the group development concept. In those areas where families see themselves as a nuclear family, the family development plan would perhaps be the preferred program design.

Another factor is the distance between households. During the last six months PLAN's program in Tambillo, Bolivia has been redesigned into a Family Development Program. While not yet fully operational, this program will use a five year timeframe within which to assess family progress and further redefine family goals and objectives. The Tambillo program is using a family development approach due to the great distances between families. Among the scattered population of the Bolivian Altiplano, there is little cohesiveness among the population groups. Any sort of group development plan would be much more difficult to implement and to monitor.

V. DISCUSSION OF FINDINGS AND MAJOR ISSUES

One might assume that, after thoroughly reviewing the operations of several family and group development programs and conducting field research at two distinct stages, we would be in a position to provide a definitive listing of program recommendations. In fact, this is what was done in the SRIF report in which recommendations were provided under five diverse topical areas. The results from the additional research conducted since the SRIF report support those recommendations. However, while they were intended to provide direction in the redesign of the FCDP, they were often interpreted as specific directives with a narrower focus. Thus rather than presenting another list of recommendations, it would be more fruitful to review a series of factors that should be considered in the design of any family development program.

An understanding of these factors and concepts can provide direction to program planners and allow programs to unfold and be shaped by virtue of their own experiences. Given the complexity of development programs, the interplay of various factors, and the different circumstances in which PLAN and other agencies must function, it is extremely unlikely that a predesigned and theoretically based program can function effectively. Programs need to be shaped on the basis of their own experiences, successes and failures, and in terms of their own environments.

A. Blueprint and Process Programming

The distinction between a fixed program design and a program direction has been characterized by various development researchers and analysts as a distinction between blueprint and learning process programming.³³ The most important characteristic of the learning process approach is that it has a self-correcting or cybernetic mechanism. It allows for program development over time on the basis of experience and adaptation to the particular context, including the social, cultural, economic, and geographic. A blueprint model is deductively based and dependent upon the validity of operating procedures. The learning process model may be described as inductive, cybernetic, and processual, with a focus on direction. Conversely, the blueprint model is deductive, fixed, and rational, with a focus on procedures.

The evidence obtained throughout these studies indicates that some PLAN programs reflect a process model, others a blueprint model. While some programs, such as the FCDP, were based on a blueprint model, their inflexibility and failure to create the intended impacts and changes have encouraged staff to seek a more open and fluid program. Specific program procedures are less important than program direction. Programs need to have the capacity to learn from their experiences and revise their policies and procedures so that better results can be obtained. One of the stumbling blocks toward improving the effectiveness of the

Philippines FCDP was that it was presented as a five year program. Consequently, various program directors were restricted in their ability to reshape the program. It was considered vital to keep the program in operation as theoretically designed for at least five years. This worked against the possibility of using program experiences to reshape the program and adapt it to the Philippine context.

B. Community Participation in Program Design and Implementation

The issue of participation in community development projects is currently being explored by a variety of international organizations.³⁴ The principal concern is to maximize participation in project design and implementation so that there will be some guarantee that projects will be useful and continue after the sponsor withdraws from the area. The difficulties and complexities of this process have been observed in these studies of the FCDP. It is apparent too that there are no quick and easy answers to the set of circumstances confronting Field Directors who wish to maximize client participation. The FCDP does provide families access to participate in improving their economic status and well-being, but what are the characteristics of this access?

In their study of participation, the United Nations Research Institute for Social Development provides a definition for their inquiry. They define participation as

"The organized efforts to increase control over resources and regulative institutions in given social situations, on the part of groups and movements of those hitherto excluded from such control."³⁵ PLAN's family development programs provide families the opportunity to determine how PLAN resources will be used. However, can this be equated with the U.N. definition? PLAN and its resources are not indigenous to the social context, nor will PLAN ever become a permanent member of the community. PLAN's assistance is also dependent upon a number of factors beyond the control of its client families.

Participation of the poor in development requires their input into the political process. Unless PLAN can contribute to this, most of its work will be difficult to maintain. The fact that PLAN is a non-political organization, and serves at the invitation and agreement of host governments, makes it very difficult for PLAN to stimulate on its own and overtly the type of social change required to increase people participation in their own institutions. Most host governments allow PLAN to contribute and provide assistance to the rural poor since it is anticipated that it will be done within the prevailing political structure. If PLAN assistance were, in any way, equated with radical social change or a movement to alter political institutions, it is doubtful that PLAN would be able to operate its programs. The circumstances which PLAN has faced in Vietnam and Nicaragua

are indicative of the fear of host governments with regard to their perceptions of PLAN and its possible impact on nativistic social movements.

PLAN can encourage families to participate in its programs. Yet there is a limit to this type of participation. Otherwise, there could be significant conflict between families and staff over program control. However, participation in a PLAN Program is qualitatively different from the U.N. definition of participation. For a family to truly participate in development, they must convert their participation in PLAN's Program into a participation in their own indigenous social and economic processes that have existed and will continue to exist after PLAN has terminated its program.

Of greater significance, than the issue of determining how much participation is optimal, is how to encourage families to participate in a way meaningful to them. Thus an emphasis should be placed on efforts to orient families to PLAN Programs, to motivate them to increase their use of and benefit from PLAN assistance, and to make them more aware of their long-range goals. Family development programs encourage the focusing on discrete, short-term projects. Greater emphasis should be placed on the overall direction in which each family would like to progress.

C. Process Versus Impact Goals

In discussing participation, it is important to distinguish it as a means to achieve something or as an end to itself. That is, should we consider family participation as a necessary precondition for successful programs, or is family participation a sufficient end-result in and of itself? This distinction of means or end reflects the problem of assessing whether program goals should be focused more around process or impact activities.

This same distinction is made in a recent article by M.A.Rahman who states:

"Participation is a process whose course cannot be determined from outside - it is generated by the continuing praxis of the people, i.e. by a rhythm of collective action and reflection.

....Praxis, and hence participation is a continuous educative process - a process of progressive conscientization."³⁶

Descriptions of family development programs do not necessarily need to typify participation as a process or impact goal. The written description of the Philippine FCDP emphasizes impact goals; whereas the Honduras program emphasizes goals of process. Is one preferred over the other? Rather than viewing one as being in conflict with the other, it might be best to understand both types of goals as serving a valuable function in program administration.

Impact goals provide direction, process goals provide methods. Ideally, both should be present in any program design. If the program has only impact goals, it is difficult to assess short-term accomplishments in light of longer-range program impacts. The contrary is also true. Without impact goals it is impossible to provide a perspective on the significance of short-term accomplishments.

Family development programs do provide a mechanism for the establishment of shorter-term project objectives. Unless program staff and families have a perspective which views these projects within a context of overall program goals, it is easy for a program to be split off from its long-term goals. One of the assumptions in the description of the FCDP, that achievement of process goals (or projects) would achieve certain impacts (as yet undefined program goals), was demonstrated as being invalid by these studies.

D. Term of Service Concept

The above discussion on what family development programs are doing (goals) and how they are doing it (participation) leads naturally to another issue with direct policy implications. This is the issue of how long PLAN should provide assistance to its families. The Philippine FCDP was designed with a specific timeframe of five years within which families could accomplish specific objectives.

While it is true that discrete projects can be accomplished within that period, the problems facing most PLAN Families are of a magnitude that require more substantive assistance. The goal oriented model, upon which the family development plan is based, is a social work model relevant primarily to disadvantaged groups within already developed societies. PLAN Families live in developing societies wherein standards of living are low, expectations low, and where there is little socio-economic infrastructure.

The major benefit expressed by PLAN clients of the assistance they receive is the opportunity for children to continue their schooling. Education is a long-term investment. Programs which limit PLAN assistance to five years will prevent the realization of that benefit.

The term of service concept is based upon the assumption that, by decreasing the amount of time that families will receive assistance, this will decrease their dependency upon PLAN. "Dependency" is a culturally defined and variable concept. The results from the Philippines data indicate that clients do not make better use of PLAN assistance just because it is part of PLAN's procedures. Also the policy of terminating families prior to the completion of their term of service due to improved family conditions acted as a dis-incentive to stimulate family improvement.

The presence and application of specific terms of service or periods of eligibility for PLAN assistance

directs us away from those areas that should receive greater attention. It is easy to fall back upon the presence of some set timeframe as a way in which clients will be motivated and their positive behaviors reinforced. Timeframes make it easy for PLAN to divest itself of the responsibility for not making families dependent upon our programs. Such dependency cannot be minimized by the presence of certain procedures whose cultural definition and interpretation are known only to internal staff or the program designer.

While timeframes may assist PLAN administrators in planning and projecting enrollment levels and areas of service, the validity of their use at the family level is highly questionable. Efforts would be better directed at motivating and educating families in what PLAN is trying to do and in what they would like to achieve. Decisions regarding length of assistance in a program should not be determined by some pre-devised formula. Rather it should be developed from the process and interaction between the social worker and the family. Through proper education and orientation a better understanding of PLAN's goals can be conveyed. This of course will take a greater amount of effort than the presence of any specific time-limiting procedure. However, it must be recognized that development is not easily reduced to a simple series of stages. Each PLAN Family is different and progresses at a different pace. The presence of fixed timeframes for all clients is not based on a recognition of this fact.

To impact upon the social and economic processes of communities where PLAN works cannot be accomplished within a short period of time. After families are fully educated in what their own goals are and understand PLAN's role, it will still take a period of years before significant change can be accomplished. By significant we refer to change that is self-sustaining and that will not in time simply wear away, such as would be the case in projects oriented toward construction or provision of goods and materials.

It would be preferable that programs not include any timeframe at all in their service programs. However, it might benefit PLAN's staff to designate a particular time when individual families would be carefully reviewed for their progress and future plans. This would only serve as a time to reassess in an indepth way what assistance PLAN is providing to the family and what it can continue to provide.

E. Basic Needs or Income Generating Projects: Where Do We Put Our Emphasis?

There has been an on-going discussion among staff in the Field, at conferences, and at International Headquarters as to the type of project PLAN should support most frequently. While PLAN does support a wide range of projects, many have dichotomized this group. One sub-group

consists of projects that serve immediate needs, the other projects that contribute to longer-term benefits. This dichotomy has often been labeled as the difference between basic needs or relief type projects and development or income generating type projects.

There are among staff and International Board Members proponents and opponents on both sides. Some feel strongly that PLAN should focus its efforts on income generating activities that will provide long-term benefits. They argue that, if this direction is not taken, PLAN's accomplishments will be short lived and have little lasting impact on the areas we serve. Others argue that PLAN's client population requires supplemental assistance to meet daily needs. This includes the provision of clothes, a more secure home, health services, and improved nutrition. Counter arguments are proposed which, while recognizing the immediate needs of indigenous and disadvantaged populations, consider that PLAN is not a welfare agency and hence should leave relief type projects to other agencies.

What is particularly difficult and confusing is the actual dichotomizing of project types into these two different camps. A more balanced approach would be to recognize that no one project, in and of itself, makes PLAN a welfare or a development agency. What is more important is the entire pattern of projects that is supported in a particular location. The fact that one family may utilize PLAN funds to purchase household utensils does not in and of itself mean

that PLAN's assistance is not being used to achieve some development impact. If such projects constituted the majority of assistance provided to a particular family, then that would indeed indicate a relief oriented development pattern.

It does not appear justifiable to say that PLAN funds should support one type of project and sacrifice the other. What is more critical is the pattern of projects that are presented and the progress which individual families make over a period of years in accomplishing their longer-range goals. A particular problem noted in these studies has been the focus on actual projects that were only short lived and that only provide immediate benefits regardless of their type. Even income generating projects to be successful must be on-going and usually require support for several years before they can be self-sustaining.

To look beyond individual projects and to understand more fully a family and a community's entire situation is more timely and more complex. However, the nature of PLAN's work does not provide for easy solutions. The results of our research in the Philippines can also be used to support the thesis that the rural poor optimize their resources. It may simply be that the goals of their optimization differ from our program goals. Given the complexity of development and interaction between a program and its clients, it is not clear what long-term benefits will accrue. It is easy to be critical of the behavior of clients who convert the capital invested in livestock projects to

meet immediate needs for cash. This is analogous to the use of PLAN funds to purchase consumer goods used only at fiesta time or to contribute to communal festivities. We might hypothesize that, while this conversion of saved capital and conspicuous consumption is detrimental to development, it may prove that these activities build stronger political ties, networks and associations with other neighboring family groups. This could have a significant long-term impact in stimulating the families acceptance and security within their own social fabric.

One way to go beyond this seemingly on-going choice between relief or development projects is to leave the actual decisions regarding which projects will be pursued to the process of the program. That is, it might be best for us to allow PLAN Families themselves to decide how they wish to use the assistance provided them whether it be for immediate objectives or longer range goals. PLAN administrators should not hide behind their support for the process without recognizing that the process needs to be focused in a direction consistent with PLAN's overall goals and philosophy.

More critical than prioritizing project types is consciousness raising among PLAN sponsored families. To be successful, projects cannot be imposed but must develop from the interests and motivation of the families themselves. If project priorities are established by staff without the full acceptance and understanding of families, it is quite easy

for families to reorient the function and impacts of projects toward their own interests. This undermines the interest of any program and leads to conflicts between staff and families. It would be more beneficial if PLAN began at each family's own starting point and developed from there.

F. Staff Skills and Organization

Our inquiries into family development programs have indicated that there are distinct differences among the program models and how they are administered. It has become apparent also that technical skills beyond those of social work are needed and should be integrated into staffing patterns. If PLAN is to encourage greater family participation in the development process, more support must be provided to line staff. This may require different staffing patterns and skills at various points in a program's evolution.

Newly developing programs should devote a great deal of effort to orient and motivate clients in PLAN's philosophy and program. This might require a higher staff per family ratio, while fewer projects are actually underway. Once a program is fully understood and families have determined the direction in which they will work, the staff/family ratio could be lowered. This results from the fact that more funds would be spent in actual projects than at the initiation of such a program. Therefore, staff

might want to consider staffing patterns that are flexible to serve a particular program at its point of need.

This and the other issue discussed above bring us back to a recurring point. Namely, that programs need to be self-regulated and self-correcting so that they may be geared to the particular needs and problems they address. Otherwise, it is too simple for programs to become concretized and inflexible to the changing circumstances and new experiences of both staff and families.

FOOTNOTES

1. Rachel Mandia also participated as a member of the previous research team. Due to various commitments, the other former fieldworkers were not available.
2. The "Summary Report On Initial Findings" included discussion on the role of the social worker; intake procedures; the term of service concept and PLAN's cancellation policy; basic needs, development, and the goal of the FCDP; and client understanding of FCDP procedures and goals.
3. This is not a definitive listing.
4. See Attachment A to this report.
5. Opening Remarks, George W. Ross, International Conference, Foster Parents Plan International; August 18, 1980.
6. For example, see Attachment B to this report.
7. "Goal Oriented Within Timeframes: The Relationship Between A Personal Sense Of Power In The Present And The Ability To Set Goals For The Future", draft internal paper prepared by Laurie K. Cobb; June 26, 1981.
8. Under the previous staffing structure in the Philippines, Assistant Directors with no previous experience with PLAN and in some cases minimal overseas experience were brought to the Philippines as Directors of the Regional Offices. The centralized structure of having the Regional Offices report to a Field Director in Manila served this situation well as the Regional Director was limited in authority and was restricted by the authority of the Field Director. By having Regional Directors with minimal experience from other PLAN Field posts, it was easier to have an homogeneous program.
9. The Field Director establishing the program in Iloilo has prepared for his staff a description of his office's goals and philosophy. Attachment C to this report is his actual statement, which is the text of an internal memorandum.
10. Following the staff meeting in Manila in November, 1980, a presentation of the research results was made to the Program Committee of the International Board on November 21, 1980. Subsequently, the SRIF was distributed to the full Board for discussion at its February, 1981 meeting.

11. Refer to Attachment D; Observations on the Philippines, by Dr. Johann Broekhuysen, International Board Meeting, New York, February, 1981.
12. The following statement is taken from the training manual for fieldworkers. It contains the new research questions.

Research Objectives and Major Questions

In any social program there is broad range of behaviors and social interventions that create certain dynamics in a program. Our principal concerns continue to be the assessment of impact and the determination of what has happened, how, and why. While we have shed some light on these areas, our earlier research spawned several additional research questions that are more specific and focused. They are:

1. What happens to the PLAN Association after a location is phased-out?
 2. How would different staffing patterns affect program impact?
 3. What are the specific types of skills and training needed for the staff working in the FCDP?
 4. What are the best procedures for motivating clients?
 5. How do FCDP programs change over time?
13. The methodology employed during this research phase was almost identical to that used during the fieldwork conducted in 1980. For further detail on this methodology refer to the "Summary Report On Initial Findings", pages 3-5, 47-49.
 14. Samples of the data worksheets are provided as Attachment E.
 15. Data analyses were conducted using SPSS, Statistical Package for the Social Sciences, and SAS, Statistical Analysis System.
 16. The following is a brief description of three Foster Children, their families, and their activities during their affiliation with PLAN. Only the names of the Foster Children have been changed to conceal their identity.

Emmanuel Lopes, FC #25XXX, was born January 27, 1971. Emmanuel and his family were first affiliated with PLAN in December, 1977. His family of five was identified as having a high level of need. While they have electricity, their water supply is poor and their housing fair.

Emmanuel has two siblings. Together they were abandoned by their natural parents who separated and have since remarried. Emmanuel, his brother, and sister have for several years been in the care of an elderly couple. The natural parents have neither written nor visited their children for five years.

Emmanuel's family lives in an old split-level wooden house with bamboo roofing. Emmanuel's father farms rented rice land where last summer he harvested twenty sacks of unhusked rice. He had to give five sacks of rice to the landlord for rent payment. While fertilizer is used on the farm land, there is no irrigation and the fields dry out in the summer months. During the rainy season it is possible to harvest as many as thirty sacks of unhusked rice from this farm land. Of this ten sacks is given to the landlord for payment of rent. If the typhoons are heavy and there are floods, the harvest is substantially decreased.

Emmanuel's foster mother has had health problems. Besides operating a small variety store, she weaves mats and market bags out of twenty palm trees in their yard. She makes two to five bags a day. She previously made sleeping mats but no longer does so as it is too tedious. She sells the market bags for 35-40 paisas each, or approximately \$.05. Total family income is approximately \$35.00 per month.

During their affiliation with PLAN, the Lopes family has undertaken a variety of projects. The following table describes these projects and the results.

<u>Projects</u>	<u>Results</u>
1. Family to Have Balanced Diet	Family tries to eat meat once a month. They are able to afford about a half kilo of meat per month. Vegetables and rice are the staples of their diet.
2. Develop a Home Garden	Eggplant and fruits are consumed from a home garden. Family has plans to plant corn and beans.
3. House Repair	The family has purchased lumber and aluminum sheeting to repair the house. The materials purchased were not sufficient to complete the renovation so the family is awaiting 1981 FDP funds to proceed.

<u>Projects</u>	<u>Results</u>
4. Duck Raising	In 1979 the family received 120 pesos (\$16.00) from Self-Help Projects to purchase ducks. The project is still on-going although there are only eight ducks remaining from the original 12. The family claims that the ducks were stolen. This summer all the ducks have been restricted to a small area so that they won't feed on the rice plants in neighboring fields. Consequently, they are not laying many eggs. Previously, the family was able to obtain approximately 30 eggs per week for which they were paid \$.10 each.
5. Family to Have Monthly Check-ups at the Rural Health Unit	The parents and children only go for check-ups when they feel sick. At those times they travel to the rural health unit and also the PLAN doctor when he visits the office locations. Father's last check-up was a year ago.
6. Pig Raising	In 1979 the family bought a pig for 150 pesos. They kept it for 9 months and fed it regularly. It was eventually sold for 800 pesos. In 1980 they bought a second pig for 120. This was subsequently sold and a third pig purchased for 135 pesos. This third pig is still being raised by the family.
7. Operation of Small Variety Store	The mother sells household items such as kerosene, sugar, coconut, cooking oil, vinegar, and dried fish. Her little store is in front of the house. Despite credit she extends to her neighbors, the store is surviving. Some PLAN funds from monthly financial assistance are used to support this project.
8. Repair of Water Pump	This project was conceived in 1979. It has not been implemented since there are little funds in the family savings to cover expenses. Fortunately, with community funds

<u>Projects</u>	<u>Results</u>
	PLAN dug a water pump near the family's home.
9. Foster Child to Develop Talent in Singing	Foster Child has joined a singing group in school.
10. Save Five Pesos Per Month From Monthl' Financial Assistance	Family bank account now contains 60 pesos. Recently, 30 pesos were withdrawn to pay for rice seedlings for planting.
11. Chicken Raising	Five chickens were purchased using savings, but they all died during a typhoon.
12. FC to Continue Studies through PLAN's Help	Parents feel that as long as PLAN is there the FC can continue his studies. Without PLAN, the parents could not afford to keep the children in school.
13. Purchase of Kitchen Utensils	Using FDP funds the family purchased a mirror, kitchen pots and plates.

The following is a brief description of the community where Emmanuel lives, including PLAN's activities and a list of projects.

Camarines Sur 9 is located in the municipality of Gainza, six kilometers west of Naga, in the southeast portion of Luzon. Gainza is situated in a low river basin and, consequently, suffers yearly floods due to typhoons and heavy rains. Although there are creeks and canals, there is no irrigation system for use in the neighboring farm lands.

The majority of people in Gainza are fishermen-farmers; producing mainly rice and fresh water fish. Duck raising is fast gaining popularity due to the area's proximity to streams and banks of the Bicol River. Backyard piggeries and chicken-raising are also common among residents due to the availability of agricultural by-products. Cottage industries provide a substantial supplemental income to a number of families. Mat and basket making are common due to the availability of local materials obtained from rice and bamboo fields.

The intake for Foster Parents Plan occurred during the rainy season of 1977. The mayor was approached and the barangay captains were assigned to guide the intake team around the community. They pointed out families that were eligible for the program. The first assignments in Gainza occurred in November, 1977. PLAN chose to serve five of the eight barangays in Gainza. These barangays are accessible through the main road connecting Gainza to Naga. The PLAN Office is situated in the municipal building in the center of town.

The following is a list of projects that have been implemented with PLAN assistance in Gainza:

1. Playground Equipment
2. Waiting Shed
3. Eighteen Waterpumps (distributed among the five barangays)
4. Bridge in Cagbunga
5. Four Water-Sealed Toilets for the Schools
6. Repair of Office Space
7. Recreational Materials/Supplies
8. Musical Instruments
9. Rondalla Classes (musical instrument group)
10. Christmas Parties/Day Camps/Field Trips/Camping
11. Leadership Training Seminar
12. Tailoring Classes (primary and advanced)
13. Reading Materials
14. Two Nursery Classes
15. Feeding Program
16. Additional Classrooms
17. Basic Literacy Class
18. Completion of Malbong Elementary School Building
19. Provision of Benches, Blackboards and Bullentin Boards, for Association and Community Use.
20. Vocational Education: Cosmetology Class
21. Purchase of Farm Implements (thresher and insecticide sprayer), to be Rented Out to PLAN and non-PLAN Farmers.

Josephina Vermilio, FC #23XXX, was born on February 20, 1973. She and her family became affiliated with PLAN in December, 1977. There are ten in the household, including Josephina's oldest brother, his wife and their four children. The family's monthly income of \$52 is obtained from Mrs. Vermilio's small retail business and from the salary of an older sister. Josephina's father was a train conductor. His failing health necessitated his lay off from work and he has been unemployed for more than two years.

The family's housing is good, they have electricity, and their water supply is fair. Our fieldworker assessed their need as moderately low. Josephina's oldest brother, who is married and lives with the family, is a jeepney driver. His wife helps in her mother-in-law's business. Two other married children live in a nearby province. Two children are currently in school, one in high school and the FC who is in elementary school. During their affiliation with PLAN this family has participated in a variety of projects.

<u>Projects</u>	<u>Results</u>
1. Purchase of Household Items	\$10 from the 1978 FDP funds were used to purchase a blanket and a mosquito net.
2. Small Retail Business	After father's health deteriorated, mother had to seek some source of income. Consequently, she buys and sells items such as mango and coconuts in neighboring towns. Her married children help her in this business. It is the family's chief source of income. It is doing very well and since 1979 their one story hut had been converted into a two-story structure with metal roofing. This project is being financed mainly from the profits of the store. FDP funds were used in 1979 to get this project under way. Since then a cash gift of \$30 and Special Service Funds of \$40 have been used to improve the business.
3. Pig Raising	In 1979 the family purchased a pig using their own funds and some funds from PLAN. In July, 1980 the pig died. In December, 1980 a new piglet was purchased with FDP funds.

<u>Projects</u>	<u>Results</u>
4. House Repair	The lot on which the family's old house stands is easily flooded. The family had plans to buy a two-story semi-permanent structure in place of their hut made of local materials. Instead, they are renovating their old home. The first level of the home is now made of concrete blocks. It is still largely unfinished without window frames but already partitioned. The floor is of damp earth and the walls of lumber and the second floor bamboo. During their affiliation with PLAN the family has been able to fully improve the condition of their house and as additional funds become available they will continue to use them to make a better home.
5. Purchase of Kitchen Utensils	In 1979 the family used FDP funds to purchase a thermos bottle and casserole dish. They have plans for additional purchases.

The following is a brief description of the PLAN location where Josephina and her family reside.

Cagayan 2 is situated in the municipality of Iguig in the province of Cagayan. The principal occupation and main source of income in Iguig is farming. Most families are either tenants or small land owners. The chief crop is rice which is grown during the rainy season only, as there is no irrigation system. Secondary crops are corn, peanuts, and "mongo", a local legume. Fertilizers are rarely used, and the method of cultivation is relatively unsophisticated and without benefit of modern technology. Supplementary sources of income include gathering and selling firewood, backyard vegetable growing, poultry and pig raising, and fishing.

PLAN was established in Iguig in 1977. Intake was conducted in July and by September the first group of families had received direct financial payments. The PLAN Association was organized in December 1977 with the election of the first group of officers. In November 1978,

members and officers ratified a set of by-laws for the Association. At present PLAN is serving 7 of Iguig's 23 barangays.

The following is a list of projects undertaken with PLAN assistance:

1. Purchase of Reading Materials for the Elementary School
2. Vocational Training
3. Monthly Birthday Parties
4. Supplies and Materials for Recreational Facilities and Sports Activities
5. Improvement of Community Center
6. Provision of Family and Public Toilets
7. Nutrition Education and Feeding Program
8. Nursery Classes
9. Christmas Party
10. Electric Water Pumps for the Community
11. Community Wells
12. Literary Class
13. Purchase of Musical Instruments
14. Toothbrush and Toothpaste for FCs and Siblings; Vitamin Pills for Families
15. Sewing Machines
16. Library Books and School Equipment Donation to Schools in Location
17. Motorized Fishing Boat, for a Fisherman's "Cooperative" Formed by About 60 PLAN Families.

Antonia Victoria, FC #25XXX, was born on December 15, 1968. There are six members of her family, who were first affiliated with PLAN in 1975. The family has a good water supply, fair housing, and electricity. However, they were assessed as being needy.

Antonia's mother is under contract at a tobacco company to sort tobacco leaves. She receives 26 pesos (\$3.50) a day including allowances for an eight hour work day. Her son works as a gardener for \$1.50 a day. During school days the family keeps six boarders who each pay approximately \$3.00 per month. The house and land where the family lives is owned by the father's mother and is considered an inheritance. It is a two story building with the first floor made of concrete and the second floor wood. The house was rebuilt last year utilizing PLAN funds and a cash gift from a relative. The family owns a pump well.

Antonia's father is a fisherman, but the river has become clogged recently with water lilies and it is not possible to use nets. Also he has been sick with tuberculosis but has been recovering.

The family owns an old TV and a small tape recorder left to them by relatives who have moved abroad. Although the family seems well off, they still don't have any fixed source of income. The wife's employment as a tobacco sorter is seasonal, and the father is totally unemployed. They have participated in the following projects:

<u>Projects</u>	<u>Results</u>
1. Father to Obtain Physical Check-up at Hospital	Father has received check-up twice annually at the TB clinic. X-rays have shown that he has not yet recovered.
2. Children to have Annual Dental Check-ups with PLAN Dentist	Whole family has gone for check-up. Mother had one extraction while Antonia had tooth fillings.
3. Mother to Prepare Simple but Nutritious Foods	Family planted vegetables to supplement diet but they were destroyed by goats. Planting not possible during summer months due to dryness of weather conditions.
4. Pig Raising	Monthly financial assistance was used for kitchen improvement and thus funds were not available for purchasing of pigs.
5. Purchase of Additional Clothing and Kitchen Utensils	Not pursued due to lack of funds.
6. Save 10 Pesos a Month for FC Future Needs	Family is able to save monthly. There is now approximately 100 pesos in their bank account.
7. Purchase of Fish Net	Self-Help project funds used to purchase fishing net for 220 pesos. Father not able to go fishing now because river is dirty and filled with water lilies.
8. Retail Business	FDP funds used in 1979 and 1980 to establish a buy-and-sell business in rice.

<u>Projects</u>	<u>Results</u>
9. House Repair	Home rebuilt from FDP and own cash savings. Funds also received from Special Services.
10. FC Oldest Brother to Participate in PLAN Vocational Class	FC siblings have participated in music classes.
11. FC Sibling to Participate in Summer Camp	FC and FC sibling participated in camping.
12. Children to Participate in Schools' Extra-curricular Activities	Data unavailable.

The following is a brief description of the PLAN location where Antonia's family resides.

Ilocos Sur 1 is situated in Vigan, a municipality in the northwestern section of Luzon. The majority of residents in the area where PLAN works used to be fishermen who also raised livestock on the side. Due to the silting of the nearby river, the fishing has declined substantially over the last few years. Along with unemployment, the lack of recreational facilities has led to serious social problems. The area is noted for its instability.

In 1975, intake was conducted in the location. According to a variety of sources, the initial work conducted by PLAN was heavily politicized by local officials and leaders. This led to conflicts among clients and a lack of cooperation among families in the PLAN Association. This was exacerbated by animosities between residents of neighboring barangays.

The following is a list of projects completed up to 1981:

1. Adult Literacy Classes
2. Electrification Projects
3. Dressmaking Classes
4. Tailoring Classes
5. Recreational Materials
6. Reading Materials

7. Christmas Parties
 8. Nursery Classes and Nursery Equipment
 9. Construction of Home Economics Building of Tamag Community School
 10. Books for Rural Schools
 11. Pumpwells
 12. Reading Center and Nursery Room
 13. School Facilities
 14. Cosmetology Class
 15. Sewing Machines
 16. SHP for family toilets
 17. Goat Raising
 18. Valentine Party
 19. Road Improvement
 20. Camping
 21. Nutrition Program
 22. Cooperative Variety Store
 23. Leadership Training
 24. Improvement of Community Center
17. Responses from two additional staff members were received after the data had been analyzed. However, these later responses did not significantly effect the ranking of project types. In fact, the relative priority of projects remain the same. Although the mean weights for particular projects types did change as a result of these additional responses, the changes were within plus or minus 5%.
18. While efforts were made to match the two samples of data, this was not always possible. In two of the locations studied this year the fieldworkers neglected to collect Family Facesheet Data. Also there were a number of cases in which families studied last year had moved out of PLAN's program area or could not be reached by the fieldworkers during their time on-site.
19. The Pearson Correlation Coefficient was used.
20. Statistical significance was demonstrated from tests of chi square and t-tests.
21. t-test was used.
22. The Spearman coefficient was utilized.
23. SRIF report, page 16.
24. Project data from other locations also indicate cases in which families have been organized into groups to participate in projects. However, this was done on an ad-hoc basis. The distinction at this location is that the groups were

formally established and all families worked through the group structure.

25. Recall that in each FCDP location a social worker along with a community aid runs a small office and provides services to 250 clients. During the last year this number has been decreased downward to 200 per office. In Honduras, each PLAN Office serves approximately 200 clients and is administered by two promoters. Each of these locations, or "sedes" in Honduras, work in a varying number of aldeas, which are villages scattered throughout a municipality.
26. The program actually evolved and developed through different stages. The initial focus of the program was to provide direct financial assistance, a total of \$48 per year, to PLAN Families through individual savings accounts. In January, 1980 a new Field Director presented to International Headquarters his idea for a family development program. This approach was based upon prior experience in the Philippines and was an adaptation of the FCDP. The idea for a group development plan emerged soon after. When it did, the concept of an individualized family development plan was dropped.
27. During the summer of 1980 a revised program design was developed and groups of PLAN families were formed. In contrast to Fiscal Year 1980 when financial assistance was provided directly to each family, the Fiscal Year 1981 budget provided funds to the groups within which families participated. According to PLAN's Field Director, few problems or hostilities arose from PLAN's shifting of direct financial assistance from individual families to family groups. Apparently, some clients did not know that they had money in the bank. Others were saving it and not using it although the money was needed to improve basic living conditions.

In FY'80 each PLAN Family received \$4 per month in direct financial assistance. In FY'81 this amount was lowered to \$4 per year provided through quarterly payments of \$1 to savings accounts. Also in FY'81, each family group received \$44 per participating family. In the proposed FY'82 budget each PLAN Family will continue to receive four quarterly payments of \$1 into their bank accounts. This will be supplemented by \$46 budgeted for the participation of each family in a group.

The remaining MA&S funds are used for community projects identified through discussions among PLAN promoters, community leaders, groups and PLAN Families. Promoters establish PLAN's community funding priorities and then work

with local organizations to implement these projects. Due to the inclusion in FY'82 of social workers' salaries under the MA&S budget, the amount of funds available for community projects will be severely restricted. While Designated Contributions have been requested, it is not clear what funds will be released. It is not possible to determine how this and other possible budget cuts in FY'82 will affect plans for the further development and implementation of the Honduras project.

28. PLAN/Honduras uses a government training program for health promoters to train PLAN social promoters in the area of health. The government program is six weeks long and a number of PLAN promoters have already attended. It is anticipated that eventually all PLAN promoters will have this training.

Most PLAN staff have a monthly schedule of activities. For the assistant coordinators their schedules include a monthly visit to each of the sedes for which they are responsible. Social promoters are expected to visit each family group in their sedes at least once a month.

29. The course is being geared to the level of people in the rural areas to help them understand their own situation, their interests, their objectives and how PLAN can assist them to achieve them. The following is a list of the course's chapter titles:

- Chapter 1 - Man in the World
- Chapter 2 - Man and the Land
- Chapter 3 - The Region Where We Live
- Chapter 4 - The Community
- Chapter 5 - Our Needs
- Chapter 6 - What are Our Resources?
- Chapter 7 - Coordinating Our Activities
- Chapter 8 - Community Work
- Chapter 9 - Harvesting the Fruits of our Labors
- Chapter 10 - Evaluating What We've Done
- Chapter 11 - Celebrating Our Triumph
- Chapter 12 - A New Dawn

30. In a later refinement of policy, staff have decided to send non-income generating projects back to the groups for rethinking. If groups repeat their interest in a non-income generating project, it will be approved. However, staff is exerting some pressure to focus the efforts of the groups in the income generating area.
31. The focus of senior management in defining the role of social promoter has been to reinforce the participation of PLAN clients in the development process. The specific

ideas for projects must emanate from the clients. Clients will not be cancelled for not coming up with specific project ideas, but rather for their failure to participate in the group process. Families who do not wish to participate in the family groups will be cancelled.

32. These policies are still under review by International Headquarters.
33. David C. Korten presents a full discussion on the distinction between a blueprint and learning process program approach. He also discusses the other writers who have addressed themselves to this issue. See his article "Community Organization and Role Development: A Learning Process Approach," Public Administration Review, 1980.
34. The International Labor Organization, the United Nations Research Institute for Social Development, and the World Council of Churches are all conducting studies on the issue of participation. For a recent delineation of some major issues and concepts see "Participation of the Rural Poor in Development," Development: Seeds of Change Village Through Global Order, 1981:1.
35. Inquiry into Participation - A Research Approach, page 8, United Nations Research Institute for Social Development, Popular Participation Program, 1979.
36. "Reflections," M.A. Rahman, Development: Seeds of Change Village Through Global Order, 1981:1, p. 43. This issue of participation as means or ends was also explored by the Inter-American Foundation in their evaluation of five years of operation. They classify projects as "social change process projects" and "event projects," See their report entitled They Know How: An Experience in Development Assistance, Inter-American Foundation, 1977.

Attachment A

January 21, 1981

E. Glenn Rogers, Program Director
and Assistant Program Directors

George W. Ross

"SELF-SUFFICIENCY"

Dear Colleagues:

Please stop using the phrase "self-sufficiency" as an objective for PLAN's family. They were self-sufficient before PLAN ever entered their lives, though the level of their self-sufficiency may have been abysmal. We are trying to improve the level of their lives, improve the qualities of their lives, improve their ability to take advantage of whatever opportunities may exist in their society. I am sure that you can come up with other phrases that are also illustrative of what we are trying to do, but self-sufficiency is not one of them.

Thank you.

COOP



C.L. #620-PR

Foster Parents Plan International

INTER-OFFICE

October 8, 1981

TO: INTERNATIONALS

FROM: E. GLENN ROGERS

RE: INTERPRETING THE CONCEPT OF GOALS WITHIN TIME FRAMES

In various policy decisions since the International Conference last August, some staff have referred to and reinterpreted select portions of George Ross' opening remarks. I would like to repeat for your information exactly what George said at the Conference in regard to the establishment of goals within time frames.

"Another point toward which we should aim, and that I wish specifically to bring to your attention, is that PLAN's programs should be goal oriented within a time frame. Quite some years ago we used the phrase 'term of service'. We have since expanded that to 'goal oriented within a time frame'. ...There must be goals. There must be objectives. One can't possibly know if he's getting somewhere if he doesn't know where he is heading. Once goals and objectives have been established, one must then place these within a reasonable time frame. The time frame for different objectives may be different. A judgement as to reasonable objectives and the time frame in which these should be placed determines the time frame in which PLAN will work with a particular family, or particular village, or particular region. Different societies will yield different time frames."

The process of goal setting can be undertaken at two different levels - the overall PLAN program and the time of assistance or term of service for a particular family. The SAGE Report will provide for the establishment of goals at the program level. Once established, goals can suggest to us the time frame in which we must work. The point of George's statement is that we must first establish our goals and then identify a time frame in which we may reasonably expect those goals to be accomplished. What is critical is the establishment of goals, and not the rigid adherence to a particular time frame.

The use of time frames at the second level - term of service for a particular family - has less relevance to our work. The research we conducted last year in the Philippines did not support the assumption that, by having time frames at the client level that one could decrease client dependency upon PLAN. A more constructive view of time frames at the family level is to consider them as goal frames or frameworks within which to work and support our efforts. They should not be used as fixed terms of service. Rather, our attention must be on motivating clients, stimulating goal establishment and achievement. It would be easy for us to lose sight of the fact that a time frame policy for families is intended to guide us in our planning and goal setting and not as a rigid boundary at which point our assistance will cease.

October 8, 1981

C.L. #620-PR

- 2 -

We do, therefore, expect that each Field Office will have "goals within time frames" for its program. The process of establishing goals at the client level is dependent upon the nature of the particular program in the Field Office. The ability of Field Directors to move in that direction is determined by a number of factors, such as cultural patterns and program design. However, goal setting, even at the client level, comes first, before the setting of any time frames. There are a few Field Offices that do have term services restricting our assistance to particular clients. These are special cases and we do not necessarily anticipate a movement in this direction.

I would appreciate it if you would keep these issues in mind as you consider your SAGE Report and family programs.

26 May 1981

TO : PLAN Iloilo Staff
FROM : Director
RE : Goals & Philosophy of PLAN Iloilo

The goal of PLAN Visayas is no different from that of the other PLAN Field Offices--to improve the standard of living (quality of life) of our "clients." There are many agencies, governmental and private, with the same goal. PLAN's most distinguishing characteristic is the relationship it establishes between donor and recipient, the primary medium of communication being the exchange of letters, supplemented by progress reports. The basis of this relationship is the desire of one party (individual, couple, family, school, club) to share their resources with the other party (FC, family and community). PLAN is the facilitator in this relationship. We match donors and recipients, assuring the donors that the recipients are "deserving" of their assistance and ensuring that the assistance is used to the best advantage.

What constitutes using assistance "to the best advantage?" How do we attain our goal? It is generally accepted that assistance should be used to enhance the recipients' self-reliance. It is becoming generally accepted that assistance can do just the opposite, if not properly used. An expression I first heard approximately five years ago is now quite popular: "Give a man a fish and he will eat for one day. Teach him to fish and he will eat for the rest of his life." No one would dispute the common sense of this statement; it is such an obvious fact that one wonders why it has to be stated at all. There are well-meaning people, however, who believe that teaching the man to fish is inhumane--it forces him to work; they would prefer to "ease his burden" (and perhaps ease their own consciences) by giving him the food he needs. Such people share their resources out of a spirit of charity, but it is becoming increasingly obvious that the resources are finite and subject to unexpected shortages. Is the charitable donor going to be able to feed that man and his family for the rest of their lives? And what about additional needs? Presumably, if the man were taught to fish he could sell some of his catch, thereby feeding his family and earning money to meet his other needs. What are the implications of taking responsibility for someone else's basic needs? If you give a man a fish, are you not creating the expectation that you will feed him when he becomes hungry again? If you give him a fish, why should he not expect other gifts from you, particularly if he has other needs just as basic, such as housing and medical care?

Goals & Philosophy - 2

The Government of the Philippines is aware of the dangers of dole-outs and speaks against it strongly. When the foreign charities run out of resources or decide to use their resources elsewhere, the Government fears being left with a population of poor people who have been taught to depend on others for their basic human needs. Being charitable and showing concern for your fellow citizens of the world should not involve creating dependency among the recipients, not unless you are sure that you have the resources to meet all their basic needs for the rest of their lives. There are few of us who could resist no-strings-attached gifts such as free medical care, free food or free recreation. We do not have such expectations, however, because life does not work that way. Why then should we create such expectations among those we seek to help? And how could this kind of "assistance" be called charitable or humanitarian?

Our goal is to create self-reliance. To do anything which would hinder the creation of self-reliance, therefore, hinders the attainment of our goal and makes a mockery of what we are trying to do. We advise the residents of each barangay that we shall work there for a limited period of time; the time is flexible at the moment but it is no less finite: we shall withdraw eventually from every barangay and the residents will be left to fend for themselves. We are not going to leave behind thousands of people who have been trained not to provide for their own daily needs. When PLAN withdraws, our clients are not going to seek outside assistance for their nutritional, housing, medical, educational and social needs. Everything we do is directed towards the fostering of self-reliant families and communities. There will be exceptions in the cases of families who are in such dire conditions that dole-outs are the only solution, but assistance of this kind will be infrequent enough that it does not create unrealistic expectations. Rather than teach clients to count on PLAN to bail them out in emergencies, we must teach them to use their own resources for this purpose; emergencies happen to all of us, but how often are we bailed out of them by a "deus ex machina"?

Our resources can best be used, therefore, in fostering a spirit of self-reliance among our clients. When viewed in terms of this goal, individual projects should not be seen as goals in themselves but rather as the means to an end. PLAN's contribution to any barangay should not be measured in terms of the numbers of pump-wells and healthy babies, but rather in the ability of barangay residents to identify and solve their own problems. A self-reliant community is not simply a collection of houses inhabited by self-reliant individuals; it is a place where the residents have learned to accept and make the most of their interdependence and the division of labor. They cannot elect or appoint enough people to do it all for them, particularly if money is scarce, so they learn to do

Goals & Philosophy - 3

their own share in improving the community's quality of life. This cooperation is not "bayanihan" used only in emergencies and occasioning fanfare and fiestas; it is a quiet, on-going function of daily life. It exists now in an underdeveloped form: the Barangay Brigades who have never implemented a project and do not know how to start, the natural community leaders who want to help improve life in their barangay but who do not know how to do it. PLAN will train and organize these people towards the goal of attaining self-reliance. We shall count on them to assist in (and eventually take full responsibility for) mobilizing the community to identify and implement projects which will improve the quality of life. The projects we fund, therefore, will be those that train people to help themselves, either by learning to mobilize the community, or by learning a skill which will enable them to earn more money, or by establishing income-generating schemes. Physical improvement projects will be chosen for their feasibility and practicality (i.e., their impact on the quality of life) but they will also constitute learning modules for barangay residents, providing them with the experience they need in identifying and implementing their own projects. When it appears that this spirit of self-reliance has been adequately developed, we shall withdraw and use our resources in another barangay.

Foster Parents do not necessarily share this view of what constitutes the best use of resources. Since they are compassionate people, most of them might prefer to assist with basic needs on a regular basis. It is fairly common for some Foster Parents to offer large cash gifts to "their families," some of them, in amounts which exceed the families' annual incomes. I have advised our Foster Parents that they may send cash gifts of up to \$25; if they wish to offer more, they could fund community projects. In future Informal Reports to Foster Parents, I plan to explain our philosophy. In the meantime, we can only hope that they will not pressure us too strongly to provide direct financial assistance to the clients. One means of avoiding this is to demonstrate to the Foster Parents that we are using their resources to the best advantage, that we are creating self-reliant communities.

OBSERVATIONS ON THE PHILIPPINES

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The (evaluation) study by Tony DiBella (International Board Meeting - New York - February 1981)

Independent evaluation studies (critical appraisals) of Plan programs are necessary and should be made standard procedure (for other programs in other countries). Plan's paper "A Study of Plan's FDCP in the Philippines" is a good example of a serious study (evaluation). It takes courage on the part of IH to do this and to do it so competently.

The following remarks are not meant to call into question the study, the results, or the method. They are intended only to place the conclusions in a developmental perspective, as a result of which priorities will come to lie differently.

Issue: How can Plan do more to serve the development of its participants in actual practice?

"Development" is one of Plan's objectives, but it has turned out to be considerably more difficult to accomplish than was expected. The natural tendency to allow charitable and administrative activities to dominate is understandable, but not in keeping with the objectives. The report rightly criticizes this. The criticism is formulated in terms which are not consistent with common usage. Where it speaks generally of providing in "basic needs", it in fact refers to charitable activities, or activities which provide help in emergencies, but which do not put the recipients in a position to help themselves further, thus making them dependent on the assistance organization.

Satisfying basic needs one or several times is definitely important as a first step in improving the situation of the help recipients. The assistance organization does

not want to stop there, Plan wants to go farther. Plan wants to promote development, development to autonomy and self-sufficiency. This goal is so much more far-reaching that the methods of charity are entirely inadequate to induce development.

At least two types of poverty problems should be distinguished, each of which has its own characteristics. Each type of poverty makes specific demands on a solution. Charity is typically directed at the satisfaction of immediate needs, needs perceptible to the client. These needs lie within their range of vision, they are recognizable, concrete, and definable (F.D.P.).

The other type of poverty problem can be expressed only in very abstract terms: no work, no money, no possibilities. Any solutions these people would be able to think of have been tried by some or all of them many times. Characteristic of their situation is its lack of prospects, and their resignation. Left to their own devices, none of them can get out of this situation. Their ideas on the improvement of their own personal situation have been reduced to the most minimal proportions; many are unaccustomed to think about it at all. The way of life, the climate of the economy of poverty is not at all oriented to development.

An encounter of "Plan" and the "Poor" does not lead to immediate effects (or development). Poor people are not waiting around for development. They have little or no expectations in this regard. What interests them is the immediate alleviation of their needs, of tomorrow's problems. This is why alleviation of need (charity) is a good introduction to projects of larger scope. Plan does not want to get stuck in the charity stage. But then Plan must realize that it takes a long time (years) before the giver and the recipient of the help understand each other and each other's intentions.

The question is: How can this process of adaptation and understanding be promoted, so that self-reliance, self-sufficiency becomes the ideal of these people, or at least of the majority of them?

The way in which development can be achieved may be more easily understood if it is divided into four phases. The first phase could be called that of the ANALYSIS. What happens in essence in this phase is that the assistance organization, often only through great effort, gains an understanding of the situation of the help recipient. This involves describing and understanding:

- the socio-economic system;
- the socio-political system;
- the social organization;
- the level of aspiration;
- if necessary, the economic system;
- if necessary, the agricultural system;
- if necessary, etc.

People are prisoners of the totality of these systems. A thorough knowledge of the systems is necessary to be on at least an equal footing as a discussion partner. The knowledge is necessary to find the way out of the vicious circle of poverty. Such escape is possible if the people involved want to cooperate (aspiration level), and if new impulses are introduced from without. In general, those involved will not stand in readiness to build a new future with a companion (Plan) they hardly know. First a lot must be done to promote confidence and awareness.

What must one be aware of?

Primarily a socio-economic perspective, the creation of a future in which people can be self-sufficient, that is, can acquire an income which enables them to live modestly, but independently and with dignity.

How can such a perspective be brought about?

Through impulses from without, through relief with specific goals. It is the task of the assistance organization (Plan) to create this perspective. Based on the analysis of the society, and with a knowledge of the resources it (Plan) has available, the assistance organization can (much more easily than the help recipient) form a picture of what lies within the realm of possibility. This is the second phase, that of the SYNTHESIS of existing resources and new resources which together lead to new opportunities.

It is an illusion to think that the poor can arrive at this synthesis themselves. Being poor also means not having been able to develop one's creative abilities. But the synthesis must come about in close cooperation with the help recipient. Development will never take place unless the help recipient sees something (perspective) in it and wants to cooperate. This, too, is a part of the awareness process. In the synthesis phase, an answer must be found to the question how the socio-economic etc. position of the people can be improved by technical (technological) innovations and institutional renewal. New institutions are needed to anchor a new technology in the society (at a higher level of technology).

Synthesis results in a design for development. This design must be tested for its practicability. It must be tried out on a small scale. This is phase three, the TEST PHASE.

Assuming that, with adaptation of the design, a feasible development model is found, then the fourth phase, that of the DISSEMINATION, follows. This is the phase in which the adapted design is applied on a larger scale. It is important in this phase to design a strategy by which the renewal can be disseminated at an optimum rate among its potential users. It will be clear that several years of intensive research must precede the preparation of

a development plan. In this preparatory period Plan's activities can be directed at the awareness process and at setting up F.D.P.'s (Family Development Program). Needless to say, socio-economic etc. research cannot take place by aloof and uninvolved researchers, but in a set-up which involves the population completely (action research). The F.D.P.'s must be kept as much as possible in conformity with the spirit of development.

After the rough draft for development has been formulated, and tried and accepted by the people, the next step is the plan's implementation. By then the situation has changed in that the goals are concretely and accurately formulated and they are geared to the development capacity of the people and geared to the resources which the population and Plan together can contribute.

What is needed to carry out the development plan?

That depends on the nature and the magnitude of the plan. In general the following may be expected. People will have to organize themselves to carry out the development plan. There are many useful organization forms at hand, such as cooperatives, credit and savings systems, congregations, etc. The "Association" of Plan must anticipate the development goals. The association(s) must bring together those people who want to achieve something together and jointly. Thus the association form will not always be the same. This means that Plan is not first and foremost a single association of participants, but several associations which each individually strive for separate goals, and which together form a sort of league.

Education:

There is no such thing as a general and universally applicable concept of education. Education and training depend on the nature of the development plan and will follow from it. In this way several types of education and training, adapted to the particular circumstances, will result.

Social Worker:

The social worker can play a role in the first phases, where the Family Development Plan is important. He is the intermediary between the people and Plan in matters concerning the alleviation of immediate and urgent needs. In the later phases he will retire more and more to the background. His work will gradually be taken over by a sort of development assistant. This person must have a thorough comprehension of the development plan and must be able to convey its contents to the population. He plays an important role in the awareness process, in the testing and in the dissemination, and in the organization of the population. It will frequently be necessary to hire technically specialized staff to assist with specific parts of the project.

T.O.S.; Terms of Service

The time span in which Plan acts as a relief organization must definitely have a limit. But the time necessary to implement development to self-sufficiency is entirely dependent on the development plan. The end of the project is only in sight when the people (or a group of them) can independently continue the development plan themselves.

To carry out development plans in various regions of the world, Plan clearly will have to be assured of adequate staffing, both in headquarters and in the field. It must be understood in advance that such staffing, as well as the facilities for education/training/institution, will cost an enormous amount of money. We must realize in advance that the higher work intensity with selected groups of people disposed to innovation will compel us to restrict their numbers. The choice will not so much be based on poor individuals but on poor population groups. After all, the project is directed at the development of groups of people who are or can be motivated to such development.

Amsterdam, April 1981

Dr. J. Broekhuysen

A careful reader will have remarked that very little has been said that was not present in spirit in Tony DiBella's report. This is how it was stated at the February meeting of the Plan International Board in New York. These notes distinguish themselves from the report in that here all priority has been given to development work, and from this perspective the activities (as a function of the development plan) have been given some direction and form.

It is at the request of the late Jaap van Arkel, made at the meeting in New York, that remarks made there have been put down on paper.

Amsterdam, April 1981

Dr. J. Broekhuijse

FC NUMBER _____

Fieldworker Name _____

FCDP Location _____

FC Address _____

FDP COVER SHEET

1. FC NAME: _____

1A. FC SEX:

M	F

2. FC DOB:

--	--

--	--

--	--

Month Day Year

3. Number in Household:

--	--

4. Date Family Began Receiving Benefits:

--	--

--	--

Month Year

5. Is this Family Still Enrolled in PLAN?: Yes No

5A. If No, When Was Family Cancelled from the Program?:

--	--

--	--

Month Year

Official Reason for Cancellation: _____
Fieldworker Comment: _____

6. Monthly Family Income According to Case Record: _____

7. Fieldworker Assessment: Housing Condition: Poor Fair Good
Water Supply : Poor Fair Good

8. Father's Occupation(s) and Status: _____

9. Mother's Occupation(s) and Status: _____

10. Does Home have access to Electricity: Yes No

10A. If Yes, Does Family Use?: Yes No

11. Fieldworker Assessment of Family Needs: LOW 1 2 3 4 5 HIGH
(Scale According to Local Standards)
Clarify:

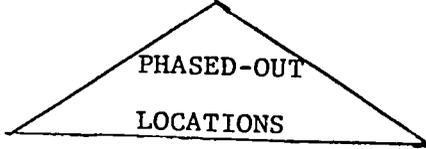
RE-STUDIED LOCATIONS

COMMUNITY DEVELOPMENT PLAN PROJECTS

PROJECT CHARACTERISTICS

DESCRIPTION OF PROJECT GOALS AND ACTIVITIES							
"OLD" PROJECT	NEW PROJECT						
PROJECT RESULTS AND CURRENT STATUS							
RESOURCES							

Page No: _____



FC NUMBER: _____

FCDP LOCATION: _____

FC NAME: _____

PROJECTS WORKSHEET

FFF DDD PPP

FAMILY DEVELOPMENT PLAN PROJECTS

PROJECT CHARACTERISTICS

DESCRIPTION OF PROJECT GOALS AND ACTIVITIES				
PROJECT RESULTS AND CURRENT STATUS				
RESOURCES USED				

Page No: _____

RE-STUDIED LOCATIONS

FC NUMBER: _____

FCDP LOCATION: _____

FC NAME: _____

PROJECTS WORKSHEET

FFF DDD PPP

FAMILY DEVELOPMENT PLAN PROJECTS

PROJECT CHARACTERISTICS

DESCRIPTION OF PROJECT GOALS AND ACTIVITIES									
"OLD" PROJECT	NEW PROJECT								
PROJECT RESULTS AND CURRENT STATUS									
RESOURCES USED									

COMMUNITY DEVELOPMENT PLAN PROJECTS

Page 101

PROJECT CHARACTERISTICS

DESCRIPTION OF PROJECT GOALS AND ACTIVITIES									
DATE PROJECT DESIGNED	DATE PROJECT COMPLETED								
PROJECT RESULTS AND CURRENT STATUS									
NUMBER OF BENEFICIARIES (PLAN/NON-PLAN)									
RESOURCES USED TO UNDERTAKE PROJECT (AMOUNT & SOURCE) (PLAN/NON-PLAN)									



Foster Parents Plan International

INTER-OFFICE

August 3, 1981

TO: Bill Kieffer - Baguio
Brenda Cupper - Mindoro
Ron Seligman - Naga

Charles Gray - Iloilo
Bill Fallon - Cebu City

FROM: Tony DiBella - IH *AD*

RE: Designating the Relative Importance of FCDP Projects

Recently, FIAN/Baguio cabled to inform me that the research data and reports developed by our research team this year have been mailed to IH. Meanwhile, I have been reviewing the analyses that would be conducted on the data involving family and community projects.

One of the areas that I have been exploring is a method for utilizing the project data to indicate program impact. As part of that effort, I would like to develop a priority listing of project types. Your assistance would be helpful in this process.

I would appreciate if you would complete the forms on the attached pages and submit them to me at your earliest convenience. What you are being asked to do is to place in rank order the various types of family and community projects. The criteria used is the relative importance of the project type in achieving the goals of the FCDP. There are eight types of family projects and six types of community projects as identified by our research last year. Examples are given for each project type.

Besides placing each project type in relative priority, you are also asked to provide a weight scale to your rating. This will demonstrate the relative importance of one ranking to another. A weight of ten (10) is given to the highest priority project type. Establish other weights in relationship to that. For example, a project type that is one-half as important as the highest priority type should be weighted a five (5).

Your responses will be compiled and used to develop a composite index. Thank you for your assistance.

AJD/se

Attachment

cc: John Anderson
Asbjorn Osland
E. Glenn Rogers

Complete this form by writing in the project types according to the priority and importance you feel they have in realizing the goals of the FCDP. After you have completed that, provide a numerical figure that indicates the relative importance of each project type. The highest priority project type is given a weighting of ten (10).

Rating of Project Types From
Highest (1) to Lowest (8)

Relative Weight

Highest	1: _____	10
	2: _____	_____
	3: _____	_____
	4: _____	_____
	5: _____	_____
	6: _____	_____
	7: _____	_____
Lowest	8: _____	_____

PROJECT TYPES with examples (rate only by major project type)

- A. Home Improvement
 - New House
 - Fixing existing house
 - Additions to existing house
 - Electrification
 - Toilet facilities
 - Pump/well
 - Sewerage
 - Gardening
- B. Recreational
 - Field trips
 - Parties
 - Sports
 - Entertainment
 - Camping/day camp
- C. Income Generating Projects
 - Manufacture
 - Marketing/Retail (buy/sell)
 - Fishing equipment
 - Agricultural equipment
 - Livestock
 - Land use deals
- D. Household Items
 - Utensils
 - Furniture
 - Clothing
 - Sewing machines home use etc.
- E. Social
 - Civic meeting attendance
 - Participation in Community Development Project
 - Activity in civic groups
 - School activities for F.C.
- F. Savings
 - Father's
 - Mother's
 - Children's
 - Other family member
 - Multiple savings
- G. Education
 - Adult vocational training
 - Adult literacy improvement
 - Schooling (general)
 - Nursery school
 - F.C. books
 - F.C. clothing
 - Specialized lectures
 - Talent improvement
- H. Health
 - Nutrition education
 - Diet improvement
 - Check-ups medical
 - Hospitalization
 - Check-ups dental
 - Medical services/supplies
 - Dental supplies/services

Complete this form by writing in the project types according to the priority and importance you feel they have in realizing the goals of the FCDP. After you have completed that, provide a numerical figure that indicates the relative importance of each project type. The highest priority project type is given a weighting of ten (10).

Rating of Project Types from
Highest (1) to Lowest (6)

Relative Weight

Highest  Lowest	1: _____	_____ 10 _____
	2: _____	_____
	3: _____	_____
	4: _____	_____
	5: _____	_____
	6: _____	_____

PROJECT TYPES with examples (rate only by major project type)

A. Construction

- School building
- School classrooms
- Stages
- School improvements
- Community building repair
- Electrification of streets and dwellings
- Road improvements
- Construction of bridges

B. Health Maintenance

- Toilet Facilities
- Installation of portable water facilities (pumps and wells)
- Nutrition classes
- Supply of vitamin supplement
- Dental hygiene
- First aid instruction and supplies
- Trash cans

C. Vocational

- Automotive repair
- Stenotyping
- Dressmaking
- Sewing
- Tailoring classes
- Cosmetology
- Scientific farming
- Handicrafts
- Sewing machines
- Co-operatives
- Typing classes

D. Recreational

- Field trips
- Musical instruments and supplies
- Monthly birthday parties
- Christmas parties
- Basketball courts
- Playground equipment

E. Education

- Nursery classes
- Reading materials
- Adult educational classes
- Literacy classes
- Tuition grants
- Educational scholarships

F. Fishing, Livestock, Agriculture

- Fishing boats
- Fishing nets and supplies
- Poultry
- Pigs
- Goats
- Seeds
- Fertilizer
- Pest control equipment and supplies

Attachment G

THE PLAN ASSOCIATION IN PHASED-OUT LOCATIONS

A major reason for continuing these studies of the FCDP in the Philippines was to provide a time perspective to this study's analysis. Particular concern was directed to the role of the Association as a community organization and whether it would maintain its function after PLAN phase-out. In the SRIF it was noted that the Association worked as an agent to help PLAN and PLAN clients implement sponsored projects. A remaining question was how realistic was it to consider the Association as a permanent organization that would continue to stimulate developmental change after PLAN phase-out.

In the four locations in which the phenomenon was studied, the actual phase-out by PLAN had occurred within the past six months. The following are brief descriptions of the current status of the Association in each of the locations studied.

Location: 1

Date Opened: March, 1976

Date Phased-out: April, 1981

Descriptive Summary: At the time of the research fieldwork the PLAN Association was in the process of making final arrangements to turn over responsibility for various projects. Specific community projects which were still being implemented

(installation of water pumps and latrines) are being supervised by leaders of PLAN family groups. Association Officials are active primarily in on-going income generating projects. These include a rice marketing cooperative, a copra marketing cooperative, and a small cement block cottage industry.

Location: 2

Date Opened: October, 1975

Date Phased-out: April, 1981

Descriptive Summary: When it was announced that PLAN would phase-out of this location, the Association Officers wanted to sell everything and divide the funds obtained among Association members. They, together with a handful of members would inadvertently say "Kala ko Phased-Out na, di dapat, wala, na, pagbahagihin na lang iyan para wala ng abala", which means "I thought it was phased-out already, let us just divide the equipment amongst ourselves to avoid any further hassles". With this type of attitude, it became difficult for the social worker to establish and strengthen the Association for the oncoming phase-out. Thus it was decided to elect a new set of officers in March, 1981. After the election of the new set of officers the past officers, specifically the President and Vice President, decided not to have anything to do with PLAN in the future. Subsequently, the Association in order to have its own identity as a community organization was baptized as

"magkaisang Bisig ng Mga Magulang". The meaning of this name is that the parents work hand in hand in the Association's objectives and goals. Ownership of the following has now been transferred to the Association: one sound system, twelve sewing machines, cottage industries, the credit cooperatives, playground facilities, community center, basketball court, clinic and office equipment, and materials for automotive mechanic course. Subsequently, the play facilities, the community center, and basketball court were donated to the Mindoro Elementary School. The income producing projects remain the responsibility of the Association Officers. They anticipate receiving support from about one half of the former PLAN clients. One difficulty is that the former PLAN office used to be located in the Elementary School. Thus with the phase-out the Association was left without an office although they possess the office materials and equipment.

Location: 3

Date Opened: May, 1975

Date Phased-out: February, 1981

Descriptive Summary: The PLAN Association is still operating and is now referred to as the Porpabur Welfare Association, Inc. Title to the land occupied by the community center has been transferred to the Association by a former Association President. Attendance at Association meetings is low, and there are many questions raised by Association

members regarding the ability of the current president. The Association has three committees: education and training, finance and development, and audit and inventory. A variety of community development projects have been turned over to the Association for their use and coordination. These include various school and community meeting materials.

Location: 4

Date Opened: August, 1975

Date Phased-out: December 13, 1980

Descriptive Summary: The PLAN Office was turned over to the barangay council in accordance with a previous agreement. However, the materials and properties in the office were given to the PLAN Association now referred to as the Pinagpalang Samahan ng Taga-Nayon (PSTN). The PSTN has constructed a new office and are using the materials and furniture given to them by PLAN. Most former PLAN clients continue to belong to the Association as members.

COMMUNITY DEVELOPMENT PROJECTS FUNDED BY PLAN IN THE
PHASED-OUT LOCATION HAVING GROUP INCOME PROJECTS

Name of Project	Project Type	Number
1. Basketball court improvement	Recreation	1
2. Basketball team sponsorship	Recreation	4
3. Book donations	Education	4
4. Camping	Recreation	5
5. Christmas Party	Recreation	1
6. Classroom facilities	Education	2
7. Construction: Community Center	Construction	1
8. Construction: Reading Center	Construction	1
9. Copra buy & sell	Income-generating	1
10. Dental care seminar	Health Maint.	1
11. Despedida (phase-out)	Recreation	1
12. Duck-raising	Income-generating	1
13. Education scholarship	Education	1
14. Family Planning seminar	Health Maint.	1
15. Feeding program	Health Maint.	2
16. Field trip	Recreation	1
17. First-aid kits	Health Maint.	1
18. "Group-work materials"	Recreation	2
19. Hair Sc./cosmetology	Vocation	2
20. Hollow-block making	Income-generating	1
21. Improvement of nursery center	Construction	2
22. Insecticide sprayers	Income-generating	1
23. Leadership-training	Vocation	1
24. Milk donation	Health Maint.	1
25. Nursery class	Education	4
26. Pig-raising	Income-generating	2
27. Poultry-raising	Income-generating	2
28. Read. Mat. subscript.	Education	2
29. Retail store coop.	Income-generating	1
30. Rice retail store coop.	Income-generating	1
31. Road improvement	Construction	1
32. School repairs	Construction	2
33. Sewing machines	Vocation	3
34. Sound system purchase	Recreation	1
35. Sports activities	Recreation	1
36. Tailoring & Dressmaking	Vocation	6
37. Toilet facilities	Health Maint.	5
38. Water pumps	Health Maint.	4
39. Water system	Health Maint.	1
Total		75
Average No. of Projects Per Year		15