

PA-ABD-1316
1316 62805

OFFICE OF PRIVATE AND VOLUNTARY COOPERATION
AGENCY FOR INTERNATIONAL DEVELOPMENT

PVO INSTITUTIONAL DEVELOPMENT EVALUATION SERIES

FIELD REPORT #5

WORLD RELIEF CORPORATION
AND
COMITE DE DEVELOPPEMENT ET DE PLANIFICATION
(CODIPLA) HAITI

Prepared by:

Richard Greene
John McMillin

of

International Science and Technology Institute, Inc.
2033 M Street, N.W., Suite 300
Washington, D.C. 20036

July, 1986

TABLE OF CONTENTS

EXECUTIVE SUMMARY	
I. Introduction and Methodology	1
II. Program Environment	3
A. Physical Setting	
B. Economic Situation	
C. Social Conditions	
D. Political Conditions	
III. Background and Description of CODEPLA Operation	9
A. Background	
B. Current Programs	
C. Budget	
D. Organization and Staff	
E. World Relief-CODEPLA Relations	
IV. Cost Effectiveness	19
V. Accomplishments and Strengths	20
A. Accomplishments	
B. Strengths	
VI. Sustainability	22
A. Funding	
B. Institutional	
VII. Future Directions	23
A. Enterprise Strategy	
B. Program Expansion	
C. Staff	
D. Environmental Protection and Family Planning	
E. Five-Year Plan	
F. Decentralization	
G. Credit	
H. World Relief Role	
VIII. Replicability	28
A. The Program Model	
B. Causes of Success	
C. World Relief's Role	
IX. Recommendations	31
A. CODEPLA	
B. World Relief	
C. AID/Washington	
D. USAID/Haiti	

ANNEXES

- A. Map of Project Locations
- B. List of CODEPLA Projects
- C. Strategy Letter, Thomas to Kornfeld
- D. FY86 Budget
- E. Table of Organization
- F. World Relief-CODEPLA Agreement
- G. Cost-Benefit Analyses
- H. Possible Product Lines
- I. Fishing and Aquaculture
- J. Persons Talked To

Executive Summary

This evaluation of CODEPLA (Comité de Développement et de Planification, Development and Planning Committee), the Haitian counterpart of the World Relief Corporation, is one of a series of AID/PVC evaluations of five private voluntary organizations, focusing on the area of institutional development and dealing with three broad issues:

- 1) Organization and management of the PVO, and whether certain management approaches and kinds of organizations are associated with more effective projects.
- 2) Process and kinds of assistance provided by the International PVO to the affiliate; and the relationship between the type of assistance and the way it is given, and the effectiveness of the funded activities.
- 3) Long-term development resulting from the PVO-funded activities, and how the organization and management of the PVO, and the process and kinds of assistance provided by the International PVO to the affiliate affect these results, positively or negatively.

The evaluators also endeavored to assess the replicability of the program, including cost effectiveness and sustainability.

Comité de Développement et de Planification (CODEPLA)

CODEPLA is the Haitian partner of the World Relief Corporation, the development arm of the National Association of Evangelicals, headquartered in Wheaton, Illinois. CODEPLA is the development arm of the Haitian Council of Evangelical Churches (CEEH, Conseil des Eglises Evangéliques d'Haiti). CODEPLA is a legally separate counterpart organization, and is not a subsidiary of, nor controlled by, World Relief Corporation, although it has received technical assistance and training from WRC.

CODEPLA was established in 1976, and is under the supervision of the Secretary General of the CEEH. Its original activities involved crafts production and marketing, health programs and food distribution. In 1980, when Paul Thomas became the Acting Director, and subsequently the Director of CODEPLA, the organization began to move more into development programs, and away from crafts and food distribution. In 1983, three strategic decisions were taken to shift the emphasis of the organization's efforts:

1) CODEPLA decided to turn down new program opportunities for two years or more in order to stabilize and develop effective operational structures in several major new programs in Fond des Blancs and Marmalede.

2) Training activities were significantly altered to move away from training geared toward a traditional community development approach (where communities, themselves, identify their own needs, draw up and implement solutions with local resources, and rely on their own managerial capacity) to training of specific individuals who

could manage income-generation projects. Such training was to focus on concrete issues such as marketing studies, feasibility and profitability studies, and other skills needed to run an enterprise. This kind of training requires at least a high school education on the part of the trainee. The rationale for this change arose out of CODEPLA's director's belief that only minimal development results from leaving the management of projects to community members who don't yet possess the skills to effectively direct such projects.

3) CODEPLA's focus shifted away from carrying out a broad spectrum of development activities to a clear focus on income generation and enterprise development. The rationale for this change was the belief that the greatest need for Haitians was increased income, which, when achieved, would enable them to purchase health care, education, etc. However, without such increased income, social development programs made available to people would never become self-sustaining, would always be dependent on external funding, and would not give people the skills necessary to rise out of poverty.

An important feature of CODEPLA's income generation strategy is its emphasis on small enterprise development. Although CODEPLA will support projects which improve the income of participants by giving them tools, animals or other inputs, it prefers to identify a raw material produced in the community which could be processed to add value to the products and income to the community.

The income generation enterprises are run as cooperatives, benefitting the suppliers and employees. CODEPLA manages the enterprise for several years in order to be able to repay itself from earnings for the start-up loans before turning the cooperative over to its members. This strategy enables CODEPLA to maintain its own operating capital to use to begin new enterprises. It also provides sufficient time for the coop members to acquire the necessary skills to manage the enterprise.

Present CODEPLA Programs

Major program thrusts presently involve reforestation, pig repopulation (all pigs in Haiti were destroyed in 1983-84 as a result of African swine fever), water and irrigation, and the development of cooperative agrobusinesses. Projects begun prior to the shift to an income generation emphasis are being completed, but not before an income generation component has been added. CODEPLA projects have been established throughout Haiti, except for the northwest area. Project areas are among the poorer in Haiti, with constraints being type and quantity of land available, lack of appropriate food production practices, as well as lack of access to markets in some instances.

Two examples of CODEPLA projects follow.

The Marmelade Reforestation and Charcoal Enterprise Project has been in operation since 1984, and by the end of 1986, approximately one million trees will have been planted. One thousand farmers participate in the project, which is funded by World Concern Canada and the Canadian International Development Agency at a total cost of \$85,000. Benefits of the reforestation will be more readily available with the availability of firewood, soil conservation, protection of the watershed, and increased income to the farmers through the sale of the

trees.

CODEPLA is also planning to establish a charcoal production cooperative which should begin to function in two years, by which time the initial trees planted will be ready for harvesting of branches suitable for commercial charcoal production.

It is anticipated that by the time the members take over management of the cooperative, in several years' time, the coop will likely be engaged in other enterprises, such as milling of lumber for building supplies.

This project is staffed by a project director and four extension agents.

The Fond des Blancs Program involves several projects: clean water distribution, goat breeding and distribution, pig repopulation and reforestation. It is funded by World Concern U.S., the Dutch Interchurch Committee for Development (ICCO) and the Pan American Development Foundation, at a total cost of \$88,000.

The goat project is already partially self-supporting since each farmer who receives a goat must return a kid to the project after the contributed goat bears offspring. The pig project is similar, except that in the future, one pig will be given to a group of 10 families. Since pigs bear many more young per year than goats, it is expected that each family will have its own pig within the year.

The water program involves capping a spring and supplying a hydraulic ram pump to lift the water to a tank which, in turn, will supply safe water to seven villages and 1,000 families. The community has supplied all of the labor, including the digging of a 3-kilometer trench up to 20 feet deep through solid rock to lay the necessary piping. The project should be completed this year.

The reforestation project supplies 250,000 seedlings a year to approximately 1,500 farmers. Thus far, 800,000 trees have been planted. This project will also include a charcoal cooperative like the Marmelade one.

The supervisor of the project is Jean Thomas, the brother of CODEPLA's director. The staff includes 12 part-time extensionists in the reforestation project, and 4 full-time staff for the two animal projects.

World Relief - CODEPLA Relations

World Relief's primary strategy for its overseas development activities is to support and channel funds through national counterpart organizations. World Relief, itself, does not maintain any operational presence in a number of countries where it funds program activities. The World Relief/CODEPLA relationship fits this model; there is no direct operational relationship between the two. This means that World Relief cannot determine who is hired by CODEPLA, what programs they carry out or how it uses its funds. Its only leverage is the ability to withdraw financial support.

World Relief and CODEPLA have a formal agreement under which World Relief channels all its funds for Haiti, as well as all requests for

assistance in Haiti, to CODEPLA. CODEPLA represents World Relief's interests in Haiti, and provides regular reports on its activities to World Relief. The two organizations meet formally once a year, and regular interaction occurs between World Relief's Latin America and Caribbean Regional Director and CODEPLA's director.

In the formative stages of CODEPLA, in the early 1980's, World Relief conducted a number of training workshops designed to provide CODEPLA staff with the basic understanding and skills needed to plan and implement development projects. Over 75 people participated in these workshops. Substantial consultation was provided to CODEPLA in its early stages, and local initiative and experimentation were encouraged. CODEPLA's director has participated in bi-annual meetings of World Relief's international staff in 1982 and 1984, and has carried on regular interaction with WR's regional director, as described above. This interaction is consultative in nature, focusing on particular issues needing attention. At present, World Relief's relationship with CODEPLA mainly involves an annual budget and program review.

The type of relationship between World Relief and CODEPLA is rooted in World Relief's philosophy of "counterpart enablement" which is developmental in nature and focuses on assisting the counterpart to become self sufficient in planning and implementation of development projects, and in obtaining financial support from other donors.

Assessment of CODEPLA

It is too soon to determine CODEPLA's program success since the organization changed its direction two years ago and newer projects are in too early a stage for assessment of impact. Nevertheless, some evaluative comments can be made, based on observations of the organization's structure and programs, discussions with well-qualified observers, and analysis of program inputs and outputs. The following observations are in regard to institutional development issues.

- The evaluation views the able, committed and strong leadership of CODEPLA, as well as its able and committed staff, as the most important ingredient of CODEPLA's success thus far.

- The program approach of CODEPLA shows great promise. The approach involves the development of rural, income-earning enterprises which purchase and process locally produced materials and employ local people, thus providing additional income and markets to the members of the community and capturing the value added by processing for its benefit and that of the sponsoring organization. A key element of this approach is the important directive role CODEPLA staff play in the management of the enterprises and the training of local people.

- CODEPLA has a long-term organizational commitment to its work in Haiti. It is there, not as a contractor or bureaucratic institution, only because it is paid to be there, but rather because it wishes to help its constituents, in perpetuity.

- CODEPLA has done an impressive job of attracting funds from sources other than World Relief (80% in 1986) and, although it is still dependent on World Relief funding for core, administrative costs, has come a long way in a relatively short time toward institutional independence and sustainability.

In terms of program substance, the following observations are made.

- CODEPLA has given commendable attention to environmental protection, most notably reforestation, an important need in Haiti and many other developing countries.

- CODEPLA pays important attention to income distribution by its practices of providing half-time employment to workers in its processing plants and choosing workers on the basis of need as well as ability.

While bearing in mind that CODEPLA's program results have not yet been proven, the model utilized is sufficiently promising so as to bear experimental replication.

In assessing World Relief's assistance role, their wisdom and restraint in recognizing the ability of CODEPLA's director and giving him financial backing with considerable freedom to operate and innovate are main factors in CODEPLA's maturation as an institution and its program success.

Recommendations

Having indicated a positive assessment of CODEPLA as it is presently structured and functioning, there are several recommendations to be made, from an institutional development perspective.

- After a two-year moratorium on expansion to phase out old-style projects and work in new, given the promise of the program, it is time for CODEPLA to begin a carefully formulated and conservative expansion.

- CODEPLA staff should be increased to accommodate expansion and free the director to deal with strategy, policy, standards, development of enterprises, supervision and to assure adequate financing for both existing programs and new initiatives.

- A strong deputy director should be appointed to assure continuity of the organization in the event of the director's departure.

- As the program expands, CODEPLA should consider the merit of appointing strong regional directors located in the regions who would be in a better position to monitor the program than headquarters officials in the capitol.

- CODEPLA's five-year plan is nearing its end. It would be useful to introduce a new five-year plan embodying a clear statement of goals, specificity as to programs and identification of assumptions about the manner in which program inputs will achieve goals. Such a plan is suggested not as a blueprint but rather as a heuristic device for assessing programs on an ongoing basis and identifying failures in the input to goal chain and consequent need for program modification.

- CODEPLA needs to cast its nets wider to identify the most remunerative markets attainable and products producible by the benefitting communities, using consultants and forming a businessmen's advisory committee for this purpose.

- The evaluation team approved CODEPLA's efforts to train local managers for the enterprises but cautioned that the enterprises not be turned over to community cooperatives until CODEPLA has recouped all its expenses in connection with start-up of the enterprises, and possibly earned something to support activities elsewhere, and until the cooperative members have learned enough to assure their ability to oversee management.

- CODEPLA should experiment again with training for local church groups, including training in fundraising and project implementation, with careful monitoring of results and care to avoid overextension. Given CODEPLA's own success in fundraising and program implementation, the organization may now be able to multiply its outreach through such efforts.

- CODEPLA should allocate overhead costs by project and ascertain and record all benefits resulting from each project. This would enable cost/benefit analysis for purposes of prioritizing subsequent activities and allow study for replication purposes.

In terms of World Relief's role, their involvement in the future should be relatively light, given the capacity and maturity of the institution. However, World Relief should continue financial support for core administrative costs, at least until CODEPLA can cover these from its own earnings, which should be a goal. World Relief should also help CODEPLA with implementation of the recommendations contained in this report, particularly by seeing it through the difficult period of expansion.

Regarding program substance, one recommendation to be made is that although CODEPLA has paid commendable attention to environmental protection, it has not paid sufficient attention to family planning which could reduce population growth, an important cause of environmental stress as well as of other problems such as poor maternal and child health, malnutrition and low levels of education and other productivity-increasing investments.

I. INTRODUCTION AND METHODOLOGY

This evaluation is the last in a series of five commissioned by the Agency for International Development (AID) and the private and voluntary organizations (PVO's, non-profit, non-governmental development organizations) whose programs were evaluated. The evaluation took place in April 1986. Its purpose was, in addition to determining the success of the evaluated programs and making such recommendations as seemed appropriate regarding them, to offer judgments as to what PVO organizational or general management features, if any, might account for the programs' success. This emphasis differed from that of the majority of previous PVO evaluations which had focused rather on the soundness of PVO technical inputs and project implementation.

Related judgments asked of the evaluators were:

- o Replicability of the programs evaluated, i.e., desirability of repeating them or certain features of them in other places, including an assessment of
 - cost/effectiveness and
 - sustainability; and
- o the nature and effectiveness of the institutional development process involved at the recipient country level.

The PVO involved in this evaluation, as other's in the series, works through a legally separate counterpart organization in the participating country. The institutional development question, then, applies to this counterpart organization.

The parent organization in this case is the World Relief Corporation, the development arm of the National Association of Evangelicals, headquartered in Wheaton, Illinois. The Haitian partner whose program was evaluated is CODEPLA (Comité de Developpement et de Planification, the Development and Planning Committee), the development arm of the Haitian Council of Evangelical Churches (CEEH, Conseil des Eglises Evangeliques d'Haiti). Although World Relief has funded CODEPLA and provided it with technical assistance and training, CODEPLA is not a subsidiary of World Relief or controlled by it, so that CODEPLA's evolution as a separate institution with WRC's help can be observed.

The methodology of this evaluation, given the evaluation teams' short time in-country -- 13 days, interrupted by two weekends and a holiday -- involved an effort to formulate and substantiate, as much as possible, judgments on the questions raised, rather than gathering and processing statistical data. Judgments were based on discussion with persons in Haiti who were knowledgeable about, but not directly affiliated with CODEPLA, CODEPLA officials and employees at all levels, and beneficiaries of CODEPLA programs. Given the shortness of time and difficulty of access, the last category of discussions was limited in number. The greatest number of beneficiaries are

small farmers, often in remote areas of the country, who rarely can be easily reached and who speak Haitian Creole, a language based on but considerably different from French.

Another constraint on the evaluation was the newness of the projects evaluated. Though CODEPLA has been in existence since 1976, it undertook a significant change in direction a little over two years ago, out of dissatisfaction with its earlier approach. It would not be useful to evaluate the program on the basis of projects which are mature and therefore have yielded clear results but are in the old style. However, the newer projects have not been in existence long enough to yield any very meaningful cost/benefit or cost/effectiveness data. We thus had to be satisfied with CODEPLA's a priori cost/benefit analyses and our judgment as to whether they are sound.

Objective measures of success lacking, our judgment as to what organizational and management features might account for program success is doubly speculative, both success and causality being a matter of conjecture. The answers to the questions of replicability and sustainability are similarly judgmental.

Nonetheless, we think there is a basis for reasonable judgment as to the probable effectiveness of this program, what accounts for its success and its replicability and sustainability. These judgments are based on the structure of the program, the opinion of well-qualified observers, program inputs and outputs, such as the quality of people hired, community labor contributed (e.g., trees planted) and processing plant start-ups, and the prior experience of the evaluation team.

This, of course, is informed judgment not scientific confirmation. However, we think it sufficient ground for expanded experimentation with certain of the organizational, managerial and program techniques manifested in the CODEPLA program, stress being placed on the word experimentation. A large-scale expansion would not be warranted. Still, the program looks sufficiently promising to warrant application on a broader scale, with careful observation of results.

II. PROGRAM ENVIRONMENT

A. Physical Setting

1. General. Located approximately 800 miles southeast of Miami, Haiti occupies the western third of the island of Hispaniola, the second largest Caribbean island after Cuba, which Haiti shares with the Dominican Republic. Haiti is about the size of Maryland (10,700 sq. miles) with a population of 5.8 million people. Its coastline is exceptionally long since two large peninsulas, making up over half the country, extend to the west, and the coastline is indented by many bays and estuaries.

The climate of Haiti is generally semi-arid because the prevailing winds are from the northeast and drop their moisture over the mountains in the Dominican Republic.

About two-thirds of Haiti is mountainous and unsuitable for farming. Soil erosion is a major problem, due primarily to deforestation and destructive farming methods. Less than 30% of the land in Haiti is arable and 40% of that has been denuded of top soil, becoming a wilderness with little or no vegetation. Five percent of the remaining forest is lost each year. Along with this and a possible result of it, already insufficient rains are further diminished. The rainy season has become much more erratic and unreliable, creating serious problems for the majority of Haitian farmers who depend on rainfall to grow their crops.

Deforestation and farming of slopes with little or no effort to protect the soil have resulted in serious loss of soil and ground water entailing the seasonal drying up of rivers which once flowed all year round. Deforestation also, of course, requires people to go farther for and pay more for fuel and building materials.

According to the USAID soil expert, forest cover has dropped from 70 percent 50 years ago to 5% today. A study in Jamaica found a soil loss of 50 to 180 tons per acre per year on 17 degree slopes. Many slopes farmed in Haiti are steeper, some appearing to be up to 65 or 70 degrees. The USAID soil expert estimates annual soil loss at close to 300 million tons a year and this is probably low (28 million x 70% hillside lands x 125 tons loss p.a. per hectare, using the low figure of 50 tons per acre multiplied by 2.5 for loss per hectare).

Roads are few and generally poorly maintained. Agriculture is largely in the hands of small holders with 95% of the farms under 15 acres.

2. Project Areas. Project areas range from flat, alluvial plain to extremely mountainous with hilly to mountainous terrains predominant. Steepness of slope has been no deterrent to cultivation in many of the areas, due to population pressure and low productivity, and in none is soil conservation practiced to any significant extent. Erosion is visible and rapid.

Soils in the project areas are often rocky and are either already depleted of nutrients or quickly becoming so due to lack of fertilization and restorative cropping practices.

Rainfall in project areas ranges from 1,000 to 2,000 millimeters per annum. This is sufficient for a wide range of agricultural products, though appropriate water conservation can raise yields, particularly in the lower ranges of rainfall. Significant increases in productivity could result from irrigation, both because of the seasonality of rainfall (approximately 8 months of the year are dry with two rainy seasons peaking in May and September) and the climatic suitability for multiple cropping. The availability of water for irrigation varies in the project areas, though it is generally low, due in part on the drying up of rivers and streams noted earlier. Even where water is insufficient for significant levels of irrigation, it may be sufficient for fish ponds or small vegetable gardens which could have a significant impact on nutrition and, in some cases, income.

3. Project Locations. CODEPLA has established projects throughout Haiti in all areas except the northwest. See Annex A for a map of Haiti showing project locations.

Dry season travel times to the projects from Port-au-Prince are as follows. During the rainy season, travel times may, in some cases, be up to 50% longer, and some areas become difficult to reach.

North

- o Marmelade Reforestation and Charcoal Processing Cooperative -- 4 hours
- o St. Michael Sugarcane Mill -- 4 hours
- o Port Margot Micro-businesses -- 5 hours

Port-au-Prince

- o Daborne Bakery Cooperative -- 15 minutes

South

- o Bas-Grandou irrigation project -- 5 hours
- o Fond de Blancs projects -- 2-1/2 hours
- o St. Jean du Sud cashew processing project -- 4 hours
- o Valbrune and La Porte water projects -- 2-1/2 hours
- o Tibarra community bakery -- 2-1/2 hours
- o School farms project -- 45 minutes to 4-1/2 hours
- o Gaston water project -- 4 hours
- o Turbe health clinic -- 45 minutes

B. Economic Situation

1. General. Haiti is the poorest country in the Western hemisphere, with a per capita GNP of about \$300. This compares to a per capita GNP of \$510 for Bolivia, the next poorest country in this hemisphere and a per capita income of \$1,370 for the Dominican Republic, which shares the island of Hispaniola with Haiti. While Haiti's per capita GNP is \$300, more than half of the people living in the capital city, Port-au-Prince, and over 90% of the rural farmers have incomes of less than \$150 per person.

Haiti's total GNP is \$1.8 billion per year. The economy is stagnant with a growth rate of 1.1% for the period 1965-1983. Real GNP declined by 0.9% in 1980-1984. The growth of the Haitian economy is limited by a number of factors which include illiteracy, over-population, a stagnant agricultural sector, an eroding natural resource base, limited physical infrastructure and weak institutions.

Haiti's economy is dominated by agriculture, which contributes one-third of the total GNP and employs 79% of the workforce. The principal crops are coffee, corn, rice and beans. The principal export crops are coffee, oils and mangoes. Agricultural productivity declined by 1% during the period 1975-1984. This decline can be attributed to the consequences of deforestation, soil erosion, crop selection, growing techniques, poor storage capacity, the lack of irrigation, the proliferation of small landholdings and ineffective governmental policies.

Income levels for peasant farmers are so low that there is little possibility of saving or investment. As a result, technology levels and labor productivity remain low. Farm implements and production techniques have not changed appreciably from a century ago. Many farmers do not own even a hoe and cannot take the financial risk of alternative growing techniques. Productivity increases are therefore minimal and cannot keep up with population growth.

Productivity declines in the rural areas have contributed to a migration to urban areas. The population of towns has grown at four times the rate of the rural area and three times that of the overall population. Today the urban population represents 21% of the total as compared to 8% in 1950.

Growth in the Haitian economy depends on the export market. Haiti's own economy is small and disposable income and income available for investment is extremely limited. Haiti's chief exports are coffee, which contributes one-third of the total export income, and light industrial products. Haiti's major imports are foodstuffs, such as rice and wheat, and manufactured goods.

Since 1980, Haiti's imports have exceeded its exports, leading to a significant balance of payments problem and cash drain. An austerity program imposed in 1982 has reduced the balance of payments problem, but includes a limitation on credit expansion. Despite the success of the austerity program, Haiti's

economic and political uncertainties continue to undermine its ability to attract and retain private investment.

Another drain on the economy is the out-migration of large numbers of skilled workers, which reduces the possibility of growth in the non-agricultural sector. There is also a scarcity of capable middle managers which limits the development of manufacturing and processing enterprises.

Despite Haiti's economic problems, opportunities for growth and development do exist. Agricultural production would benefit from the introduction of new, more productive crops. Large areas of cultivated land could be significantly improved through the development of irrigation systems. Better watershed management would also improve the productivity of farm land. Better linkages between farms and agro-industries would result in value added by the processing of agricultural products. Changes in government policies could contribute to the development of irrigation programs and provide incentives to small farmers to plant more productive crops.

The Haitian economic structure is characterized by small businesses, often run by women. Small business activity is everywhere and an entrepreneurial spirit is evident. Economic activity which channels this entrepreneurial spirit and harnesses the energy of the small business sector will have a significant chance of success.

2. Project Areas. The project areas are among the poorer in Haiti. The type and quantity of land available are constraints but lack of appropriate food production practices are as important. Access to markets is relatively difficult in some cases and some roads will have to be improved if sales of locally produced materials are to become more remunerative, but roads do exist in the project areas and distances to markets, even to the capital, are not great.

C. Social Conditions

1. General. Adult literacy is low in Haiti, about 21%, and may have diminished in recent years. Life expectancy is 54 years according to the World Bank 1985 Development Report, (compared to 59 years average for the low-income countries and 76 for the industrial market economies). Infant mortality is high at 107 per thousand (compared to 75 per thousand average for the low-income countries and 10 for the industrial). But this represents a considerable drop from the 1965 figure of 160, which, of course, has had a significant impact on population growth.

Malnutrition is widespread, the calorie supply having been estimated at 85% of requirements in 1977. This average, of course, does not reveal the range of the problem which is affected by local production and income and significant seasonal variations. The following estimates are more revealing: 31% of deaths are caused by malnutrition, and 76% of the rural population and 73% of

the urban suffer from malnutrition, with 30% of the rural population suffering from second or third degree malnutrition, according to the World Bank's 1985 "Situation Note on the Population, Health and Nutrition Sectors."

Population growth is relatively modest at 1.9%, according to the World Bank's 1985 Situation Note (2.6 being the average for low income countries according to the 1985 World Bank Development Report), but this is in part due to a high death rate, particularly infant mortality, Haiti's crude birth rate being the highest in Latin America and the Caribbean at 36 per thousand. Moreover, population growth has increased since 1970 when it was 1.4%. Forty-one percent of the population is estimated to be under 15 years old. Family size is larger and population pressure more severe in rural areas where the average family size is estimated to be 6.16, as opposed to 3.97 in urban areas and size is, of course, further stratified by income with the most prosperous families having the fewest children.

Rural population grew from 3.2 million in 1982 to 3.8 million in 1986, with 4.3 million projected for 2001 according to the June 1985 World Bank "Agricultural Sector Study."

Haiti is the most densely populated country in the hemisphere and one of the most densely populated in the world with 372 people per square kilometer of agricultural land. Average agricultural land holding per small farm family is probably less than 1 hectare (2.47 acres) according to USAID.

Haitian farmers are said to be difficult to organize in cooperative enterprises. Low levels of education also interfere with organization of formal cooperatives due both to a paucity of managers and the inability of farmers with little education to oversee management in such a manner as to protect their interests.

Haitian farmers are hard working in the opinion of credible observers. Voodoo, the animistic religion derived from African roots, which is widespread, especially in rural areas, is for the most part neutral as regards development, i.e. neither for nor against it.

2. Project Areas. The project areas are typical low-income rural areas exhibiting most of the problems described above in severe form, with one important exception. CODEPLA works with Protestant evangelical church groups which tend to foster pro-development and cooperative attitudes. CODEPLA's assistance, though not limited to members of the assisted churches is provided through or with the collaboration of the churches, and attitudes in the project areas are affected by their presence.

D. Political Conditions

Until February 6, 1986, Haiti's government was a de facto dictatorship characterized by oppressive control, corruption and ineffectiveness. These

factors have significantly contributed to Haiti's current economic and social problems.

The overthrow of the Duvalier regime has introduced a period of political uncertainty in Haiti. After 30 years of dictatorship, Haitians are not familiar with alternative forms of government. A spirit of freedom and release pervades the countryside, leading to strikes and demonstrations as people experiment with their new-found freedom.

While established governmental structures continue to function, the ability of the executive branch of the government to assert any significant authority is in question. A period of political change and fermentation is likely over the next several years.

This uncertainty makes it difficult for CODEPLA to plan and also disrupts its current operations and program activities. On the other hand, the potential impact of CODEPLA and similar organizations may be significantly increased as new political changes take effect. CODEPLA's plans to include political education as an integral part of its programs are a response to the recent political developments.

III. BACKGROUND AND DESCRIPTION OF CODEPLA OPERATIONS

A. Background

CODEPLA, The Development and Planning Committee, of CEEH (the Council of Evangelical Churches of Haiti) was established in 1976. CEEH represents 39 mission and denominational church groups which in turn represent 2,000 evangelical churches in Haiti. The 39 members meet annually in a General Assembly which elects an Executive Committee. The Executive Committee meets regularly to receive reports from the General Secretary of CEEH. Dr. Claude Noel, the CEEH Secretary General, hired and supervises Paul Thomas, the Director of CODEPLA. CODEPLA submits regular reports to the Secretary General. Each year CODEPLA proposes a budget which is reviewed and incorporated by the Secretary General into the CEEH budget which is approved by the CEEH Executive Committee.

CODEPLA's initial activities involved crafts production and marketing, health programs and food distribution. In 1980, Paul Thomas joined the staff of CODEPLA and was appointed Acting Director and subsequently Director. A native Haitian, Thomas has a B.S. in agriculture from the University of Florida and pursued theological studies as well. Before returning to Haiti, he was involved in several agricultural projects in Georgia and Louisiana.

With the appointment of Thomas as CODEPLA's Director, the focus of CODEPLA's efforts moved in the direction of development programs and away from crafts training and food distribution. A list of the projects carried out by CODEPLA over the past 10 years may be found in Annex B.

World Relief sponsored several training workshops in Haiti during 1981 and 1982. The workshops were designed to provide CODEPLA staff and other church leaders with the basic understandings and skills needed to plan and effectively implement development projects. Over 75 people participated in these workshops.

In 1983, CODEPLA made several strategic decisions which had significant program implications. The first was to turn down new program opportunities for a period of two years or more in order to stabilize and develop effective operational structures in several major new programs in Fond des Blancs and Marmelade. As a result, budget and program efforts remained relatively unchanged for 1984 and 1985, though CODEPLA's payroll grew from 10 in 1980 to more than 80 in 1986 due to intensification of economic efforts.

The second strategic decision was to significantly revise the training activities carried out by CODEPLA. Under the initial agreement with World Relief, CODEPLA staff were to be trained through workshops to the point where they could in turn provide training through similar workshops to local church leaders. Thomas felt that this approach created expectations as to project funding which could not be met. More importantly, he felt that the training

methods employed in the workshops focused on the process of proposal development and not on income generation, which was the direction he felt it more important to pursue.

The result of this rethinking of the training process was a focus upon individuals and on-the-job training. The main purpose of this new focus was to train managers of income generating projects. The second purpose of the new training method was to focus on concrete, specific issues rather than theoretical constructs. Thomas believed that practical training in the context of actual program activities resulted in the most effective education and growth. He therefore abandoned efforts to carry out large-scale training activities and began to focus on the managers of CODEPLA's income generation projects.

The third strategic direction and the one which had the greatest impact on CODEPLA's activities involved a change from carrying out a broad spectrum of development activities to a clear focus on income generation and enterprise development. As Thomas reflected on his work in development, he concluded that the greatest need for people in Haiti was to increase their income levels. Projects which did not result in increased income would never become self-sustaining, would continually need subsidization from external funding sources. More importantly, increasing the income of project participants would enable them to purchase health care, education, food, tools and other development inputs. Thomas concluded that income generation, subsequently supplemented with education, was the surest and most effective developmental approach for CODEPLA to pursue. He outlined his rationale for this change in direction as well as his thoughts on training in a letter sent on January 25, 1983 to David Kornfield, World Relief's Latin American/Caribbean Regional Director, a copy of which is attached as Annex C.

An important feature of CODEPLA's income generation strategy is its emphasis on small enterprise development. While CODEPLA will support projects which improve the income of participants by giving them tools, animals or other inputs, it prefers to identify a raw material produced in the community which could be processed to add value to the products and income to the community. Charcoal processing cooperatives, a cashew processing cooperative, sugar mills, a grain mill and a bakery are examples.

CODEPLA intends to structure its income generation enterprises as cooperatives which will benefit the suppliers and employees. However, CODEPLA will initially operate and manage the enterprises itself. A period of as much as 10 years may elapse before CODEPLA will turn over the management of the enterprise to the cooperative. During that time CODEPLA, having provided start-up funds and working capital to the cooperative in the form of a loan, would begin to repay itself from earnings of the enterprise, once it is stable. This would enable CODEPLA to maintain its own operating capital in order to develop new enterprises.

B. Current Programs

CODEPLA's present program activity reflects the transition in strategic direction from broad brush development to a focus on income generation. The major program thrusts at this time involve reforestation, pig repopulation (all pigs in Haiti having been destroyed in 1983-84 in response to an outbreak of African swine fever), water and irrigation and the development of cooperative agrobusinesses. A number of the non-income generating projects which are continuations of previous activities are being completed. However even these projects are being modified to include an income generation component.

A map outlining the location of active CODEPLA projects may be found in Annex A. Descriptions of several of CODEPLA's major current program activities are as follows:

1. Marmelade Reforestation and Charcoal Enterprise. Funded by World Concern Canada in cooperation with the Canadian International Development Agency (CIDA) at a total cost of \$85,000, this project has been in operation since 1984. By the end of 1986, it is anticipated that one million trees will have been planted and that 1,000 farmers will be participating in the project. Benefits of the reforestation effort alone will include more ready availability of firewood, soil conservation, protection of the watershed and increased income to the farmer through the sale of mature trees.

In addition to the reforestation activity, CODEPLA is planning to establish a charcoal production cooperative which should begin to function in two years. By then the initial planting of trees will be ready for harvest of branches suitable for commercial charcoal production.

CODEPLA will manage this enterprise for a number of years until the management of the cooperative is mature and the participants of the cooperative are able to oversee the enterprise themselves. By that time, the cooperative may also be engaged in other enterprises, with a logical extension being the milling of lumber for building supplies.

This project is staffed by a project director and four extension agents (animateurs).

2. Fond des Blancs Projects. Funded by World Concern U.S., the Dutch Interchurch Committee for Development (ICCO) and the Pan American Development Foundation for a total of \$88,000.

This program includes a number of projects: clean water distribution, goat breeding and distribution, pig repopulation and reforestation. The goat project is already partially self-supporting, since each farmer receiving a goat must return a kid to the project after the contributed goat bears offspring.

The pig project follows a similar process, except that in the future one pig will be given to a group of 10 families. Since pigs bear many more young per year than goats, it is anticipated that each family in the group of 10 will have its own pig within the year.

The water program involves capping a spring and supplying a hydraulic ram pump to lift the water to a tank which, in turn, will supply safe water to seven villages and 1,000 families. The community has supplied all of the labor, including the digging of a 3-kilometer trench up to 20 feet deep through solid rock to lay the necessary piping. This project should be completed this year.

Finally, CODEPLA is coordinating a reforestation project which supplies 250,000 seedlings a year to approximately 1,500 farmers. So far, 800,000 trees have been planted. This project will also include a charcoal cooperative along the lines of the cooperative planned for Marmelade. Interest in the cooperative is high. Community meetings to discuss it commonly draw over 500 participants.

The supervisor of the project at Fond des Blancs is Jean Thomas, a brother of Paul Thomas, a U.S.-trained Protestant minister who has settled in the area to help with development. Jean is assisted by 12 part-time staff working as extensionists (animateurs) in the reforestation project and four full-time staff involved in the two animal projects.

3. St. Jean du Sud Cashew Processing Cooperative. This project, financed at \$80,000 by World Relief Canada in cooperation with CIDA, fully represents the new generation of CODEPLA projects which are focused on income generation and enterprise development.

The project is designed to eventually benefit 2,000 cashew growers who will be members along with employees of the processing plant. Raw cashews are purchased from the growers at current market prices. The cashews are then processed, roasted and packaged for sale in supermarkets in Port-au-Prince. The processed cashews, called Noix d'Elite (Elite Brand Nuts), are targeted at the upper-income market in Haiti. Until these nuts came on the market, no quality cashews were packaged for sale in Haiti.

The project developed from previous activity by CODEPLA in the area. Much of this activity related to relief assistance provided to fishermen whose boats and nets were destroyed by storms. CODEPLA considered markets for processed products using the area's main agriculture products and determined that the most promising possibility was roasted cashews. Operation of the cashew processing factory began in May 1985. The project currently employs a project manager and 20 employees. Each employee works at a wage equal to that paid in Port-au-Prince, which is somewhat higher than other wages in the area. Employees work for half a day each so that more people can benefit from the wages paid by the project. While trainability and productivity are important

criteria for selection, need of the prospective employee's family for the income is also considered in hiring.

The project is functioning as a profit-making enterprise. At the present time, production capacity exceeds sales. CODEPLA is expanding sales to cities other than Port-au-Prince, has employed a salesman who calls on supermarkets, and plans to advertise its product on television (at a cost of \$40 per minute) in order to expand the market for its quality cashews.

Since the cooperative functions as a profit-making enterprise, it will pay taxes. The profits will be distributed in several ways. A share of the profits will be used to conduct other development projects in the community. Another share will be used to repay CODEPLA's investment in the project. The final share will be paid to producing members, based upon their sales to the cooperative.

Thomas expects the enterprise to be profitable within the next year. At that point, CODEPLA will increase its educational and training efforts. One form of training will be to develop local plant management which must develop the skills needed to identify, study and introduce new product lines as well as manage existing ones. The other focus of training will be on the members of the cooperative who must receive literacy training as well as other training which will make them capable of holding the management of the enterprise accountable. It is anticipated that this process will take a number of years.

4. School Farms Project. Funded by TEAR Fund U.K. and Dutch Interchurch Aid at a total of \$100,000, the program is administered by one of CODEPLA's Assistant Directors. Operated for a number of years as a school lunch program located in 40 schools and benefitting 14,000 children, this project is now a hybrid showing the impact of the new directions chosen by CODEPLA. Rather than continuing to simply provide food to the schools, CODEPLA is now giving participating schools a choice of operating gardens or beginning an animal husbandry program involving either goats or rabbits. At this point, 20 of the schools are participating in the new project. Most have selected animal husbandry programs.

The benefit of the new approach is that schools can raise their own food and contribute to their own well-being. CODEPLA can eventually withdraw from food distribution and leave the schools in a position where they are better off than under the old program. Students will also learn animal husbandry and agricultural skills which will benefit them as they graduate and begin to work on their own.

5. Other. Other programs presently operated by CODEPLA are similar to those described above. They are listed in the CODEPLA annual report for FY85 (September 1984 - October 1985) Annex D.

C. Budget

CODEPLA's budget for FY86 is \$351,800. Of this amount, \$52,700 is listed for project administration. However, a considerable portion of this amount could properly be allocated to project operations rather than overhead. A copy of the FY86 budget is attached as Annex E.

CODEPLA's funding has fluctuated around an average of about \$290,000 for the last four years. Funding for 1983-1986 is as follows:

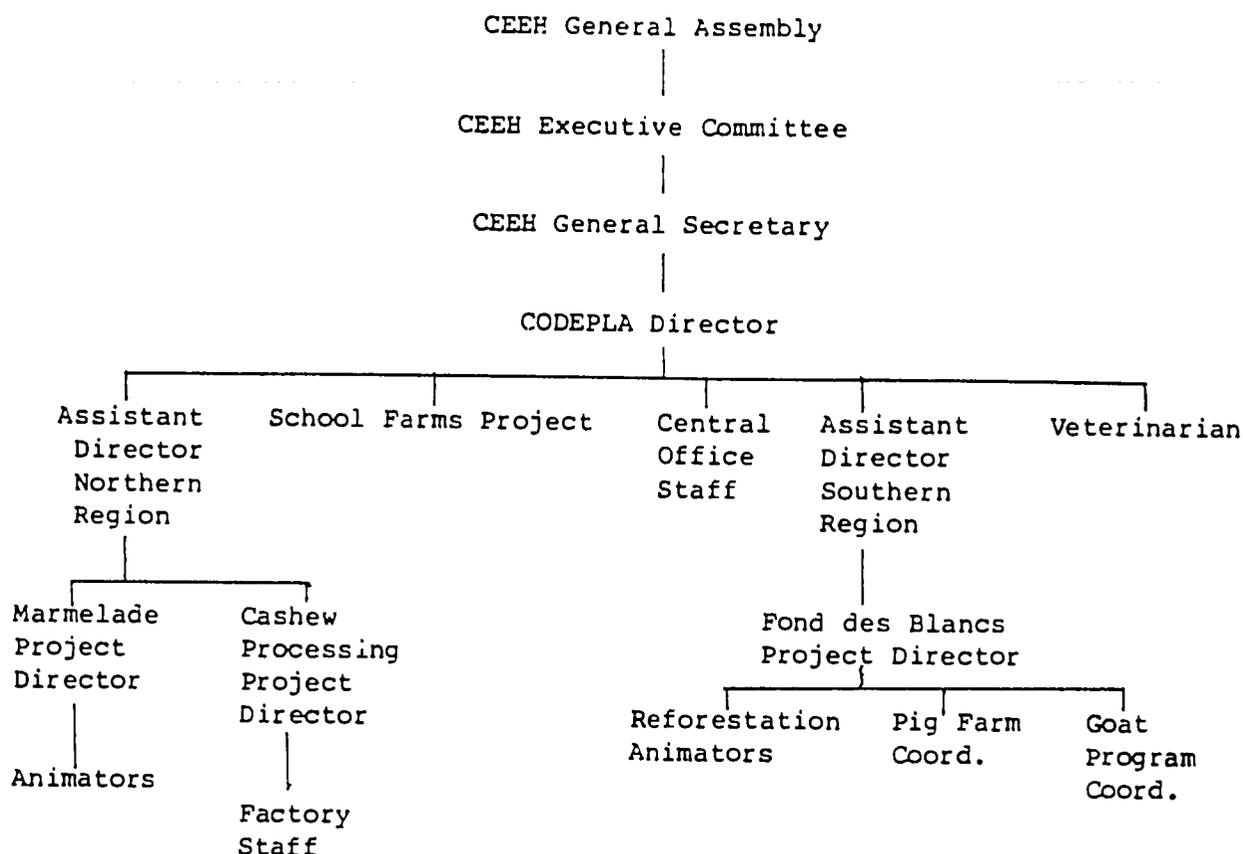
1983	\$303,000
1984	\$270,000
1985	\$248,000
1986	\$343,000

The World Relief portion of this funding has decreased from \$100,000 in 1982 to \$74,000 in 1986.

D. Organization and Staff

CODEPLA employs over 80 people in its various programs. The central office, located in Port-au-Prince, employs nine who deal with various programs, the Director, two regional assistant directors, an accountant, a veterinarian, and clerical and other support staff. Seventeen people are also employed at Port-au-Prince in the tree nursery. Sixteen work at Fond des Blancs, five more are employed in the Marmelade project, and 21 work with the St. Jean du Sud Cashew processing plant.

The organizational structure of CODEPLA is as follows:



The responsibility of the CODEPLA Director includes project planning and administration, budgeting and financial administration, donor relations and resource development, evaluation and consultation on agricultural issues.

While the Director maintains direct program contact at the project/community level, much of the contact is carried out by the two assistant directors who are responsible for program development, operations and evaluation within their areas. The two assistant directors have worked for CODEPLA since 1977. They both began as instructors in the crafts program. One has the equivalent of one year of junior college training. The other is a normal school graduate. Both have attended workshops and seminars in community development.

The project directors in Marmelade and Fond des Blancs both have theological training. One functions as a pastor at a local Baptist church. The other, Jean Thomas, is ordained but is training other pastors. Thomas worked for several years in community development activity with an evangelical organization in Mississippi before returning to Haiti to work in Fond des Blancs.

CODEPLA's veterinarian is a U.S. citizen supplied for two years by World Concern U.S. She is occupying a continuing position filled on a two-year

basis with short-term volunteers. The veterinarian works with the animal husbandry programs operated by CODEPLA.

The CODEPLA extensionists are part-time employees, farmers working in the areas where the projects are located. They usually work one day a week enrolling farmers in the reforestation program, showing them how to plant and care for their trees, and checking on tree care. They receive systematic training and support in some of CODEPLA's projects from the Pan American Development Foundation (PADF) which runs an AID-funded reforestation project. In projects which are not funded by PADF, training is less formal and more of an on-the-job nature.

A listing of CODEPLA positions and employees is attached as Annex F. With the exception of the addition of the St. Jean du Sud charcoal processing project and the expansion of activities in Marmelade and Fond des Blancs, CODEPLA's staffing structure has remained relatively stable for the past four years.

E. World Relief-CODEPLA Relations

World Relief is a wholly-owned subsidiary of the National Association of Evangelicals (NAE), which represents 40 U.S. Protestant evangelical denominations and over 40,000 U.S. churches. World Relief supports relief, refugee assistance, and development activities in countries outside of the U.S. and carries out refugee resettlement in the U.S.

World Relief's primary strategy for its overseas development activities is to support and channel funds through national counterpart organizations. In most cases, these organizations, like World Relief, are subsidiaries of national associations of evangelical denominations and churches.

The fact that World Relief chooses to channel funds through autonomous national partners means that World Relief itself does not maintain any operational presence in a number of countries where it funds program activities. World Relief's national partners assume full programming and operational responsibility. The national partners are identified as the program agencies, and World Relief may have no visibility in the developing countries even though it provides substantial funding to its national partners.

The relationship between World Relief and CODEPLA fits this model. There is no direct operational relationship between World Relief and CODEPLA. While both the NAE and CEEH (The Haitian Counsel of Evangelical Churches), CODEPLA's parent body, are members of the World Evangelical Fellowship, the two organizations are independent.

This means that World Relief cannot determine who is hired by CODEPLA, what programs CODEPLA carries out, or how it uses its funds. The only leverage which World Relief has over CODEPLA's activities is that it could withdraw its financial support. However, if CODEPLA could obtain sufficient funds from

other sources, which is very likely at this point, it would be free to pursue its own objectives with no need for World Relief's approval.

While World Relief does not control CODEPLA, the two organizations have entered into an agreement to cooperate in a number of ways. A copy of the most recent agreement is appended as Annex G.

Under the agreement, World Relief, which could elect to establish its own office and operations in Haiti, commits itself to channel all of its funds and activities through CODEPLA. CODEPLA agrees to serve as the channel of World Relief funds and to represent World Relief's interests in Haiti. World Relief agrees to provide funds and technical assistance to CODEPLA and to refer to CODEPLA all requests which it receives for assistance in Haiti. CODEPLA, in turn, agrees to provide regular reports on its activities and its use of World Relief funds, particularly those funds used for specific projects supported through a discretionary fund provided by World Relief. Both organizations agree to meet formally once each year for planning and review. CODEPLA is free to pursue other funding possibilities, although it agrees to keep World Relief informed of its activities in this regard.

Dr. Claude Noel, Secretary General of CEEH, a Haitian, holds a formal appointment as the Haiti Country Director for World Relief. However, most of the interagency interaction occurs between Paul Thomas, CODEPLA's Director, also a Haitian, and Tom Willey, the Latin America and Caribbean Regional Director for World Relief.

As indicated above, World Relief conducted a number of training workshops in Haiti in the early 1980s, when CODEPLA was still in its formative stages. Thomas has also participated in the bi-annual meetings of World Relief's International staff held in 1982 and 1984. The World Relief Latin America/Caribbean Regional Director maintains regular communication with CODEPLA and meets with Paul Thomas on an annual basis. These meetings are consultative in nature, focusing on any issues which may need attention, including program operations, project review, strategic planning, organizational problems and budget review.

World Relief has a philosophy of "counterpart enablement" which is developmental in nature. The focus of its efforts is to help the national counterpart become self-sufficient in its ability to plan and implement sound development programs as well as to attract financial support from other donors.

This process of promoting self-sufficiency borrows from practices used to carry out development in specific communities. The counterpart organization is provided training and guidance at the initial stages of its development. As the organization matures, World Relief provides funds for administrative operations and for some program activity. Consultation between the staff of the national counterpart and World Relief continues on a regular basis with the frequency of interaction dependent upon the needs of the counterpart.

Local initiative and experimentation are encouraged as part of the effort to enable the counterpart to become self-sufficient. Technical expertise is provided as needed. A counterpart which has matured to the level of program planning and operational independence is normally able to attract support from a number of other donors.

The World Relief-CODEPLA relationship basically followed the process outlined above. In the early stages of CODEPLA's development, training workshops and substantial consultation were provided to CODEPLA staff and other significant leaders in the local evangelical church structure. As CODEPLA demonstrated that it was maturing, the level of World Relief involvement in specific program and financial decisions decreased. At present, World Relief's interaction with CODEPLA basically involves an annual budget and program review.

One reason that this process has moved so rapidly in the case of CODEPLA is the leadership of Paul Thomas. Paul was able to learn quickly and move in creative ways beyond the input provided by World Relief. His natural leadership and organizational gifts contributed significantly to the development of CODEPLA as an independent and self-sufficient organization.

It is important that CODEPLA is autonomous from World Relief and that the relationship between the two organizations allowed CODEPLA to develop its own identity and independence. World Relief's aim in the enablement process is to avoid establishing franchises or affiliates which depend on constant subsidization for their existence and look to the parent organization for their definition of purpose. World Relief views its approach as an attempt to build organizations from the bottom up rather than from the top down. The stated goal of this strategy is to foster organizations which are lasting, effective and representative of national interests and priorities. The CODEPLA-World Relief relationship is an example of the application of this approach.

IV. COST EFFECTIVENESS

CODEPLA keeps track of direct project costs, and indirect costs could easily be allocated on a percentage basis so that it would be possible to cost out the current projects. Moreover, given that these projects focus on income generation, though non-monetary benefits such as environmental protection and education will also be produced, it will be possible to quantify benefits to a considerable extent. That, however, is not possible at present due to the newness of the projects, the earliest having begun about two years ago, and the fact that they are, for the most part, either far from full production or have not even begun to generate income. CODEPLA has been involved in projects which are now more mature, but they were not focused on income generation and do not reflect CODEPLA's current strategy. They do not, therefore, represent a test of what may be described as the CODEPLA model.

CODEPLA has, however, done prior cost/benefit analyses of the cashew processing and charcoal production projects, attached as Annex H, which seem reasonable and are confirmed at least by the first year's experience with cashew processing.

It should be noted that CODEPLA's projects confer benefits in several ways:

- o by creating or stabilizing markets for farm products;
- o by providing employment for members of the community in processing industries;
- o by capturing for the benefit of the community the profits from value added by processing;
- o by helping to increase agricultural production;
- o by reducing soil and water loss and the amount of labor required for wood gathering through reforestation;
- o by reducing soil loss through introduction of soil conservation practices;
- o by teaching rural people to manage and oversee income generating enterprises; and
- o by fostering equitable and need-based distribution of income.

The benefit side of the ledger, therefore, looks potentially impressive.

V. ACCOMPLISHMENTS AND STRENGTHS

A. Accomplishments

1. CODEPLA Program. CODEPLA has accomplished the following under its new directions program:

- o approximately two million trees planted by farmers;
- o approximately 40 people employed in the enterprises;
- o 300 or more farmers selling cashews to cashew enterprise;
- o some 50 farmers processing their grain at a grain mill; and
- o some 50 farmers selling sugar cane to a sugar mill.

Aspirations are more ambitious. For instance CODEPLA eventually hopes to buy cashews from 2,000 farmers. Nonetheless, the returns are quite incomplete on the program. The enterprise-oriented approach is relatively new, the oldest enterprises have only been in business a little more than a year. It is not planned to reach maximum production for some time and the important charcoal production enterprises have not even been set up.

People from other organizations working with CODEPLA are high in their praise of CODEPLA's reliability. For instance, a technician in charge of the IICA (Instituto Interamericana de Ciencias Agricolas) pig repopulation project said he wished all organizations he dealt with were like CODEPLA, that he could just turn breeding stock over to them and not worry about it.

Starting out with almost total dependency on World Relief funding, CODEPLA has managed to develop other sources of funding to a point where it received only 7.5% of its \$290,000 1986 project budget a little over 20% of its total budget, including core administrative costs, from World Relief.

In sum, though CODEPLA has shown an impressive ability to conceptualize a practical and promising program, raise funds, identify and verify markets, organize enterprises, market products, motivate communities and inspire confidence, it has not yet proven that it can achieve volume business and substantially increase the income and efficacy of communities of small farmers.

It is evident from the above that CODEPLA has achieved a considerable degree of institutional maturity. Aside from the current need for continued World Relief support of core administrative costs, which CODEPLA eventually hopes to finance from enterprise earnings, CODEPLA has achieved virtually complete maturity. It can do anything it sets its mind to with minimal and diminishing World Relief financial support, and although World Relief technical support can continue to be very useful, it is not absolutely necessary.

2. World Relief Role

This success can be ascribed to World Relief partly in only an indirect way. The choice of CODEPLA's director, who was largely responsible for CODEPLA's maturation, was made by CEEH. World Relief's contribution was to recognize the Director's abilities and give him freedom to change World Relief funded programs. This is more significant than it seems. Many organizations would have succumbed to the temptation to guide a new, and young, Director in a more restrictive manner. World Relief, however, very consciously subscribes to a strategy of "enablement" viewing its role as one of enabling counterpart organizations in the developing countries to attain the ability to function on their own with little or no World Relief support. It's commitment to this approach made it capable of recognizing that it had a counterpart organization director in Haiti who could quickly stand on his own feet if given financial support and freedom to develop his ideas.

This is not to say that World Relief did nothing more direct to support CODEPLA's development. It provided training and sent capable, experienced people to dialogue with the Director and thus played a considerable part in the evolution of his ideas. However, even in this respect it had the good sense to help the Director reason through his own ideas, not impose its own.

B. Strengths

CODEPLA's strengths are:

- o above all, highly intelligent and committed leadership;
- o the enterprise concept (increasing income in the context of equitable income distribution through enterprises which employ and buy from as many local people as possible);
- o long-term organizational commitment -- CEEH is not contractor or bureaucratic institution in place only because it is paid to be there but one which is there to help its constituents, in perpetuity.

If success at the ultimate result level is not yet demonstrated, these strengths constitute a very promising formula for achieving it.

VI. SUSTAINABILITY

A. Funding

As noted, 80% of CODEPLA funding and 92.5% of its non-project funding for 1986 comes from sources other than World Relief, namely:

- o Dutch Interchurch Aid (\$100,000),
- o World Concern Canada (\$85,000),
- o World Concern U.S. (\$36,000),
- o The U.S. Pan American Development Foundation (\$30,800),
- o The TEAR Fund of the U.K. (\$6,000),
- o Scholarship fund (\$2,400),
- o CEEH grant (\$6,400), and
- o Self-funding (\$10,500).

Given this record and the solid reputation of CODEPLA in the donor community, it seems likely CODEPLA will be able to do as well as other successful developing country PVO's in attracting funds. Its main problem is dependence on World Relief for core staff funding. On the one hand, World Relief is a relatively reliable source of funding and should be able to continue supporting CODEPLA as long as it needs help. On the other hand, World Relief would like to use its money to help other country organizations which are as yet less capable of self-support. CODEPLA is conscious of this and in any case would like to be financially independent for its core costs. It's enterprise approach is as promising one for achieving such independence.

B. Institutional

As long as the present Director continues in his job CODEPLA can be expected to survive as an institution. However, if he were to leave, its survival as a significant force for development would probably depend on appointment of a strong replacement. CODEPLA's staff, though competent, does not appear to contain the individual or collective leadership potential to carry on the job with the level of impact CODEPLA's recent activities suggest it is capable of attaining. The current head of CEEH, who chose the CODEPLA Director, understands development and seems likely to choose a similarly competent successor. However, the Director of CEEH is not a young man and could himself leave before long. CODEPLA thus lacks depth of leadership and is vulnerable to a serious setback in the event of loss of the current Director. (For this reason the evaluation team recommends appointment and on-the-job development of a strong deputy director, for which see below.)

VII. FUTURE DIRECTIONS

A. Enterprise Strategy

We strongly endorse CODEPLA's focus on developing income generating and employment creating rural enterprises which use raw materials produced in their communities. We also strongly endorse some additions to that strategy in which CODEPLA has already expressed interest, namely:

- o efforts to identify a wider range of possible product lines including by-products (e.g., cashew oil); and
- o assistance to increase production of the raw materials used by the enterprises.

At present CODEPLA starts with what the farmers in a given community are producing, identifies the best market for processed versions of any of those products, then develops the processing and marketing capability. Rather CODEPLA should gather ideas on what there is a market for that assisted communities could produce and/or process, seeking to exploit the most remunerative opportunities.

In some cases, the most remunerative approach will be a combination of end products derived from the same raw material, perhaps one already produced. (A combined approach may reduce start up and production costs.) On the other other hand, in some cases single product lines may be more profitable.

CODEPLA can get ideas for enterprises in several ways:

- o by hiring local and international experts to advise them of and help them study domestic market and export possibilities;
- o by gathering ideas from international development organization such as USAID; and
- o by forming an advisory committee of Haitian entrepreneurs.

A combination of these approaches is desirable, but the last has possible advantages:

- o businessmen's suggestions might be more practical than those from more theoretical experts;
- o businessmen might offer possibilities not identified by researchers;
- o they might supply much of the data needed to determine the realities of the market; and

- o they might actually offer a market thus reducing risks and the need for expense on and attention to marketing.

This approach is not without dangers. The advisors may try to take advantage of the situation for their own benefit at the expense of the project beneficiaries, but this danger could be reduced by the type of businessmen selected and by CODEPLA's vigilance. A list of possible product lines and an in-depth discussion of one of them, fish, are attached as Annexes H and I.

The possibility of increasing production of the raw materials processed (e.g., cashews) should be explored for the same reason as combined product lines. That may be less costly and thus more profitable than engaging in totally new lines. However, in each case, net profit should be a key criterion, though other criteria such as ease of production and income distribution (how many farmers benefit and how many people are employed) should also be considered.

Care should also be taken to consider both direct and indirect benefits. For example, reforestation provides benefits not only by generating income from wood products, but also by preserving soils and water and reducing the amount of labor required for wood gathering. Similarly, assistance to agricultural production may increase or assure food availability and improve nutrition as well as yield increased income. Another example -- water may be brought in simultaneously for both human consumption and production.

B. Program Expansion

CODEPLA has completed a two-year moratorium on expansion which it undertook in order to introduce the new directions projects, work out their methodology and develop the ability to implement them, and to phase out the old style projects. Both the evaluators and CODEPLA agree that now is the time to begin expanding again. In the process CODEPLA should, of course, take care not to expand so rapidly as to undermine the quality of its projects. On the other hand, it may well be appropriate in cost benefit terms to risk some mistakes and diminution of quality in order to reach more people. CODEPLA might do this by supporting more projects administered by local church groups rather than directly by it.

Given the nature of CEEH, as an association of church groups, it will be necessary to a certain extent to serve new communities. However, preference should be given as much as possible to introduction of new activities in communities already served, in order to learn what it takes to bring them to the point of "enablement" or self-sufficiency where they can not only manage but also identify promising new product lines and markets, determine how to exploit them and start new enterprises on their own. This, in effect, is the goal of CODEPLA's program.

C. Staff

CODEPLA should increase its staff to cover the exigencies of the recommended expansion and venture into new markets. In particular, the Director should be relieved of current day-to-day responsibilities, such as administration, signing vouchers and reviewing accounts, financial analysis and serving as agronomist, to free him for such executive activities as the generation and exploration of ideas, enterprise development including formation of links to the business community, general oversight, monitoring and evaluation of programs, spotting problems and opportunities, program financing, and formulation of policy, strategy and standards. This could be done by hiring an administration specialist, agronomist and/or financial and accounting analyst, and/or by appointment of a strong Deputy Director. The latter would be best in our opinion since CODEPLA is vulnerable as long as it has only one person who can see the big picture and provide the ideas and the leadership to take advantage of that understanding. The Deputy should be strong enough to keep the organization on track in the prolonged absence of the Director, or even to replace him.

D. Environmental Protection and Family Planning

Reforestation, as noted, is singularly important not only because of the income it can generate but because of its importance for the protection of the soil and water resources on which farm production depends. We thus strongly endorse its continuance and expansion. We also endorse CODEPLA's efforts to sell it to farmers by finding ways in which it can generate income in the short to medium term and requiring it as a condition for receiving others benefits such as pig distribution.

For similar reasons we endorse CODEPLA's intention to move into other forms of soil conservation. Like reforestation, this should be a priority in most if not all areas, though it may require more ingenuity to find ways of convincing the farmer of its economic value. (Perhaps higher crop yields are demonstrable and more use should be made of unrelated inducements such as requiring soil conservation practices as a condition of other wanted help.)

Stress on the environment can and should also be attacked by helping farmers to reduce the rate of rural population growth. Deforestation and farming of steep slopes are a result of more people on the land than it can support with current practices, without seriously and rapidly damaging the environment. Recall that, as the average farm size is probably below one hectare (2.5 acres) and shrinking, with average farm family size of 6.16, each hectare, much of it hilly and mountainous, must support a growing burden of over six people. With the right motivation and know-how, farmers could stem the tide of environmental destruction, but that is not going to happen overnight and much irreversible damage could be prevented by slower population growth. Family planning has, of course, other important benefits:

- o reduction of mother and child health problems arising from excessively close child spacing;
- o availability of more food and money for health and education of (fewer) children; and
- o availability of more money to the family and the nation for other productivity increasing investment.

Therefore, CODEPLA should, through USAID, request assistance from another AID-supported organization in providing family planning education, materials and services in the communities where CODEPLA works.

E. Five-Year Plan

CODEPLA's five-year plan is nearing its end. It would be useful in connection with the above described efforts for CODEPLA to introduce a new five-year plan embodying a clear statement of goals, specificity as to programs and identification of assumptions about the manner in which program inputs will achieve goals. Such a plan is suggested not as a blueprint but rather as a heuristic device for assessing programs on an ongoing basis and identifying failures in the input to goal chain and consequent need for program modification.

F. Decentralization

As the program expands CODEPLA should consider the merit of appointing strong regional directors located in the regions who would be in a better position to monitor the program than headquarters officials in the capital.

G. Credit

CODEPLA should put as much of its help to communities as possible on a loan basis with interest rates covering direct costs (i.e., defaults, inflation, interest paid by CODEPLA and loan administration), as well, possibly, as the cost of technical assistance and backstopping furnished by CODEPLA. The purposes of this are:

- o to accustom the beneficiaries to dealing with loan funds provided at market rates -- on which they will have to depend after CODEPLA moves on;
- o to preserve CODEPLA's capital so that it can provide funds to other communities; and
- o possibly to provide a source of funding for some of CODEPLA's core costs which, after all, are for the benefit of the assisted communities.

CODEPLA at present treats some, but not all, of even its direct costs as interest-free loans.

H. World Relief Role

The World Relief role vis-a-vis CODEPLA should in the future be relatively light. CODEPLA is largely mature and well established as an institution. It has excellent leadership, an excellent reputation, the ability to carry out programs effectively and the ability to raise funds on its own. It would be desirable, however, for World Relief to continue financial support for core administrative costs, at least until CODEPLA can cover these from its own earnings, which should be a goal. World Relief should also help CODEPLA with implementation of the recommendations contained in this report, particularly by seeing it through the difficult period of expansion.

VIII. REPLICABILITY

A. The Program Model

1. Replicable Features

a. Income Earning Enterprises. As the above text suggests, the evaluation team views the enterprise model (the most prominent and characteristic feature of CODEPLA's approach), as eminently promising. By the enterprise model is meant the establishment of processing enterprises in rural communities employing members of the community, buying raw materials produced in the community and using outside management (but with a view to creating managerial and entrepreneurial ability within the community so as to institute cooperative management), and directing profits to the benefit of the community (rather than the entrepreneur) with equitable distribution thereof. This approach has several advantages:

- o it generates income for CODEPLA;
- o it provides resources at the family and community level for other development activities and welfare;
- o it increases income at the community level by capturing the benefits of value added, by employing community members who would not otherwise be as fully employed and by providing additional, fairer and potentially more secure markets for community produced raw materials.

The model has not been in existence long enough, however, nor have its results reached such a stage that we are able to say with assurance that it should be replicated. Yet, in the experience of the evaluators, this is a model which should have a very good chance of success, if any does.

It thus seems reasonable to replicate the enterprise approach, albeit in an experimental vein. It's important not to forget, however that the effectiveness of such a replication will depend on the hiring of a strong country director and staff. Care must also be taken not to overexpand such programs or expand them too rapidly so as to lose sight of the impact of the projects at the community level, particularly regarding enablement and income distribution.

b. Income Distribution and Employment Generation. The devices employed by CODEPLA of using family need as a criterion for employment and employing two people half-time instead of one full-time have obvious income distribution benefits and merit replication.

c. Approach to Environmental Problems. Given the widespread incidence of deforestation, soil loss and watershed degradation in developing countries,

CODEPLA's attention to these problems certainly deserves replication. Deserving of particular emphasis is soil conservation through contour planting, elementary terracing and barriers of plants (particularly fast growing trees), stones and waste material. Also particularly promising is CODEPLA's coupling of tree planting with charcoal processing so as to give farmers a short term financial inducement to plant trees, and requiring tree planting for receipt of pigs. Other such inducements for soil conservation should be sought.

d. Experimental Approach. CODEPLA is prone to try new things and see if they work. This, in our opinion, is advantageous in rural development where there are few rote formulas and even fewer which are applicable under widely varying conditions.

2. Cost Effectiveness and Sustainability

As indicated in an earlier section, it is too soon to say whether the program will be cost effective, though income projections seem sound. Financial sustainability depends on the ability of the enterprises to develop income sufficient to cover CODEPLA core costs, which also has not yet been demonstrated, through prospects seem good.

B. Causes of Success

It cannot be repeated too frequently that the cause of CODEPLA's success is not simply a program model but the quality of its leadership. The enterprise approach is complex, difficult and demanding. If it were applied elsewhere without comparably capable staff, its chances of success would probably be considerably less.

In an historical sense, CODEPLA's success was even more dependent on leadership, in that, without the current leadership, the odds are that the enterprise model would not have been developed. Thus, what should be replicated is not simply this or any other model but the choice of capable and committed people.

What is meant by capable and committed leadership deserves some exploration. A capable leader must be able to:

- o formulate program goals in a clear and pertinent manner;
- o identify and create effective means of achieving those goals;
- o supervise effective and efficient implementation of a program;
- o be sensitive to and understand the community level dynamics of programs;

- o promptly recognize and respond to problems and opportunities;
- o be energetic;
- o be flexible and adaptive in approach;
- o keep long range objectives in mind and test and revise approaches in the light of those objectives;
- o motivate others to their most effective and creative performance;
- o choose, and give adequate freedom and responsibility to, capable and committed staff; and
- o be committed, i.e., prepared to stick with the program for a long period of time, and motivated by the well-being of the program beneficiaries rather than by remuneration, power or mere intellectual interest.

That may seem like a lot to demand, but there are such people in and available to work in developing countries and their presence makes all the difference to success. Leadership may, moreover, come from a group of people rather than just one individual.

Development agencies commonly devote a great deal of energy to designing programs and, though aware of the need to get professionally competent people to run them, are not as sensitive to other aspects of personnel quality -- most notably, commitment -- and are less exacting in many cases in their insistence on selection of high quality personnel by other organizations (particularly counterpart government organizations) than in their insistence on sound design. There are often good reasons for this, e.g., host country politics, but sometimes the fault may lie in attaching too much importance to project design and organizational structures and not enough to people. Good people will usually do useful things. Apt plans and organizational structures can compensate only weakly for marginal quality in leadership and staff.

C. World Relief's Role

Also replicable is World Relief's recognition of CODEPLA's capable leadership and extension to it of financial backing, with assistance in training and developing ideas but leaving CODEPLA's Director with considerable freedom to operate, experiment and innovate. We believe that more restrictive behavior on the part of the sponsoring U.S. PVO toward capable counterparts is likely to be less successful.

IX. RECOMMENDATIONS

A. CODEPLA

1. Program

a. Enterprise Approach. The formation of community level processing enterprises should continue to be the main focus of CODEPLA's program.

Rationale. These enterprises are a particularly promising vehicle for rural development in that they provide stable markets for local products as well as employment for members of the community, while capturing the benefits of value added by processing for the community and CODEPLA.

b. Development of New Enterprise Possibilities. CODEPLA should develop a list of possible remunerative enterprises based on new forms of production in benefited communities and use of less well known by-products of existing production. The more promising possibilities should be studied and priority given to those with the best prospects for income generation, equitable distribution of income, enablement, and ease and certainty of implementation. Selection criteria should specifically include consideration of the possibility of using existing channels of assistance and of other synergistic effects.

Rationale. CODEPLA should not be satisfied with processing what the community is already producing and the obvious by-products but should develop a fund of ideas which can optimize economic benefits.

c. Consultants and Advisory Committees. New enterprise possibilities should be developed through the establishment of an experimental advisory committee of public-spirited entrepreneurs, as well as by employing consultants.

Rationale. Actual entrepreneurs may have more extensive and ultimately more practical ideas about possibilities and their implementation than consultants and may also provide ready made markets.

d. Program Expansion. CODEPLA should resume expansion of the program.

Rationale. The need and ability is there and, after a 2 year moratorium, CODEPLA is ready to begin expanding again.

e. Income Distribution. CODEPLA should continue its practices of making most employment in its enterprises half time and, other things being equal, applying a needs criterion in employment.

Rationale. These practices serve the important aim of assuring that the enterprises do not merely bring prosperity to a few members of the

community, often those who are already most prosperous, but that benefits are distributed equitably, particularly to those most in need.

f. Reforestation and Soil Conservation. CODEPLA should continue to give major emphasis to the first of these activities and proceed with its plans to emphasize the second, continuing to tie both efforts to short-term possibilities for increased income, but also with due attention to education and attitude change.

Rationale. Given the magnitude of the deforestation and soil loss problems in Haiti, these programs are as important as income generating enterprises themselves, to assure that the resource base for income generation is not lost. We agree with CODEPLA's contention that the most effective way of inducing reforestation and soil conservation practices is to couple them with activities (e.g., charcoal production) which help the farmers realize a relatively quick return on their improved practices. However we also believe that education of children, as well as adults, may play a useful role in inducing the desired practices and that, given the importance of the problem, they should be tried.

g. Family Planning. CODEPLA should seek the cooperation of a Haitian family planning organization to bring family planning education, materials and services to the communities in which it works.

Rationale. Though an effective technological response to environmental problems is possible, it is a long way off given the limited know-how and understanding and conflicting motivational forces facing Haitian farmers. The effort, therefore, should also be made to attack the problem by reducing the pressures of population growth on the land and forests. Such an effort would have other benefits, improving internal and child health, reducing nutrition problems and freeing resources for investment in education and other productivity increasing capital.

h. Agriculture. CODEPLA should begin to give somewhat more emphasis to agriculture and livestock production particularly of, but not limited to, the products which are brought by the enterprises.

Rationale. Some of these efforts, whether or not connected with the enterprises may achieve significant increase in income at relatively low cost.

i. Concentration of Activities. An effort should be to expand the program by starting new enterprises in communities already assisted as well as assisting new communities.

Rationale. This will help CODEPLA learn what it takes to make a community independent of CODEPLA's continuing assistance.

j. Cooperativization. CODEPLA should proceed slowly in cooperativizing the enterprises.

Rationale. This will assure repayment of its investment, possibly generate income for other activities, and assure that the local managers are capable of managing the enterprise and the co-op members of effectively overseeing their activities.

k. Training. CODEPLA should experiment again with training for local church groups, including training in fundraising and project implementation, with careful monitoring of results and care to avoid overextension. In any case, existing activities should always be designed with a view to education and training benefits.

Rationale. A problem with training of local groups earlier was that it generated requests which could not be met. Perhaps now, with its subsequent experience, CODEPLA could help the local groups learn how to obtain funds from other sources and how to carry out projects on their own. This would multiply the outreach of CODEPLA beyond what it can do directly.

All CODEPLA activities will do more to enable beneficiaries if education goals are kept in mind and activities are designed to serve them along with other aims.

1. Five-Year Plan. CODEPLA should develop a new five-year plan focusing on the goal of enabling communities to identify and carry out measures to meet their own needs, setting forth specific tentative performance targets and highlighting the assumptions linking inputs to goals.

Rationale. Such a plan will help CODEPLA maintain an orientation toward ultimate goals and remain sensitive to aspects of its program which need to be monitored and possibly revised.

2. Staff and Administration

a. Deputy. CODEPLA should appoint a strong Deputy Director.

Rationale. This will tend to assure institutional viability and will assist expansion.

b. Other Staff. CODEPLA should continue thinking about employing other staff such as someone to handle administrative management, an agronomist and an economic and financial analyst.

Rationale. Such personnel will free the Director to concentrate on the big picture (e.g., generating ideas and overseeing programs) and facilitate expansion.

c. Decentralization. As the program expands, CODEPLA should consider the possibility of creating strong regional offices.

Rationale. This may assure close familiarity of those at the managerial level with assisted communities, staff and activities and thus assure effective monitoring of implementation and results.

d. Project Accounting. CODEPLA should allocate overhead costs by project and ascertain and record all benefits resulting from each project.

Rationale. This will permit cost/benefit analysis for purposes of prioritizing subsequent activities and allow study for replication purposes.

B. World Relief

1. Support for CODEPLA

World Relief should continue funding CODEPLA's core administrative costs until it can meet them from other sources, particularly from earned income, and provide it with other appropriate support during the expansion phase.

Rationale. CODEPLA is not yet ready to cast free of World Relief financially and can use the help of an informed and supportive outside organization during the difficult process of expansion.

2. Replication

World Relief should continue to replicate those features of the CODEPLA program which have been deemed worthy of replication, most notably the enterprise, income distribution and environmental protection activities. In this connection, WRC should help counterpart organizations develop interest in and capacity for identifying alternative income-earning activities which may have the greatest potential for profit.

Rationale. CODEPLA's approach is promising and deserves replication. However, it and many other PVO's could do a better job of seeking out the best economic opportunities.

3. Family Planning

World Relief should seek to assure that adequate attention is given to family planning needs in county programs.

Rationale. Most developing countries are experiencing important, adverse environmental, economic, health, nutrition, education and investment consequences from rapid population growth.

4. Dissemination of Evaluation Results

The experience of this and other evaluations should continue to be disseminated throughout World Relief and counterpart organizations by circulation of reports and by training, covering administrative as well as program considerations.

Rationale. The lessons learned in this and other evaluations can benefit other programs and may most effectively do so in some cases by training, particularly where change of administrative practices is suggested.

5. Evaluation Teams

World Relief should involve in evaluations its personnel from other countries as well as headquarters staff and outside experts.

Rationale. Involving field staff in evaluation of other country programs can benefit both the program evaluated and that from which the evaluator comes, as a result of the exchange of ideas. Use of World Relief headquarters staff involves a similar exchange, and outside experts will bring yet additional useful perspectives.

6. Accounting

Counterpart organizations should be asked to keep records by project of all costs and benefits.

Rationale. This will make possible subsequent cost/benefit analysis so as to determine which types of programs and projects should be given priority.

C. AID/Washington

1. General

See World Relief Recommendations, 2-6

Rationale. Other PVO's might benefit from similar efforts, specifically from replication of the most prominent CODEPLA program features, more attention to family planning and from dissemination and training use of evaluation results, exchanging evaluation personnel, among organizations as well as organizational units, and from more systematic accounting for costs and benefits.

2. PVO Leadership and Staff

Pay at least as much attention to leadership and staff of PVO's at all levels as to technical, organizational and management aspects of programs, including considerations not just of professional competence but also of such imponderables as commitment.

Rationale. If there is any one key to effective PVO programs, this is it.

3. Comparative Evaluations

Do evaluations of other successful programs of organizations already evaluated in this series, such as World Relief and Save the Children.

Rationale. This will help get a better fix on where the secret of success lies, at the country or international level.

4. Leadership

AID should explore with PVO's working at the community level the possibility of identifying and helping the development of youths with leadership potential.

Rationale. Many of the most effective leaders the evaluators have seen were people from rural areas who were motivated and helped to learn by parents who valued education (often native clergymen) or outsiders, e.g., missionaries, who made an effort to identify promising youths and help them obtain a good education. It is, moreover, easier to develop the sort of broad gauge and committed leadership required by starting with young rather than mature individuals who will often have acquired life goals inconsistent with base level development work.

D. USAID/Haiti

1. Collaboration with CODEPLA

USAID should channel funds to CODEPLA for reforestation, agriculture and small enterprise development, but should take care not to push CODEPLA to expand too rapidly.

Rationale. CODEPLA attaches the same priority as USAID to these three program areas and has shown great promise as an implementing agency. However, it is small and its success to date is attributable to the high quality of its personnel and the measured and methodical way it pursues its goals. Overly rapid expansion could undermine these positive features.

2. Family Planning

USAID should help CODEPLA obtain assistance with its family planning programs from another Haitian organization.

Rationale. This important aspect of development in the areas in which CODEPLA is working deserves further attention.

3. Bulldozers

Make a surplus bulldozer or bulldozers available to HAVA (The Haitian Association of Voluntary Agencies).

Rationale. CODEPLA and other Haitian PVO's need bulldozer work and have to wait months if not years to get it from the government. However, few need or can afford to own and operate bulldozers themselves. Time sharing through HAVA would seem appropriate.

ANNEX B

CODEPLA PROJECTS

	<u>FUNDING</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Tree Nursery	Self-Funded	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000			\$45,000/yr.		
Crafts Training Seminars	WIC	\$1,000	\$1,000	\$1,000	\$1,000	\$1,000					
Teachers Training Seminars	WIC										
School Lunch Program	WIC/DIA	\$200,000/yr.					\$100,000/yr.				
Truitt Health Center	WIC			\$20,000/yr.				\$10,000/yr.			
Beaune Elementary School	WIC	\$1,000/yr.									
Beaune Home Reconstruction Project ¹	WIC			\$10,000							
Tiverny-Relish Rehabilitation Project ²	WIC						\$15,000				
Boyer Rehabilitation Project ¹	TEAR Fund						\$20,000				
Corral Springs Project	WIC							\$4,000			
Goat Production ¹	W/US							\$10,000			
Egg Production	W/US							\$20,000			
Pig Production ⁶	W/US									\$60,000	
School Farms Project ⁷	TEAR Fund									\$20,000	
Mallard Grain Mill	WIC									\$15,000	
Pigeon Sugar Cane Mill	WIC									\$10,000	
St. Michel Sugar Cane Mill	WIC									\$10,000	
DAS-Grandou Irrigation	WIC									\$10,000	

1

ANNEX B (continued)

CODEPLA PROJECTS

	<u>FUNDING</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
Maune Irrigation	WRC/AID										
Fond des Blancs Reforestation	PADP								\$15,000		
Fond des Blancs Water Project	ICCO								\$100,000		
Mamelade Charcoal Enterprise	WC/C & CIDA								\$50,000		
Cachew Processing Enterprise	WR-C & CIDA									\$180,000	
Tibarra Bakery	WRC									\$80,000	
Daborne Bakery	WRC									\$3,000	
Lacoma Bakery	WRC									\$6,000	
Bazelaie Spring-Capping	WRC					\$1,000					
Valbrane Spring Capping	WR-C & CIDA					\$2,000					
Lapeite Windmill	WR-C & CIDA								\$15,000		
Torbeck Spring Capping	WR-C & CIDA								\$3,000		
Nubian Goat Center ^B	Self-Funded								\$3,000		
									\$20,000		

KEY: WRC = World Relief Corporation
 WC/C = World Concern/Canada
 WR-C = World Relief/Canada

DIA = Dutch Interchurch Aid
 WC/US = World Concern/United States
 ICCO = Dutch Agency

1=Homes rebuilt after a fire
 2=Fishermen's co-ops, bakery, ox-plows, fruit tree nursery
 3=Fishermen's co-ops, transport boats, bakery, store
 4=Crossbreeding to Nubians in four communities

5=In three southern communities
 6=Fond des Blancs, Col-de-Sac
 7=Goat and rabbit production in 20 schools
 8=Production of purebred Nubians

40.

CODEPLA

COMITE DE DEVELOPPEMENT ET DE PLANIFICATION DU CEEH

Boite Postale 2475 - CAZEAU - Port-au-Prince, Haiti



January 25, 1983

David Kornfield
World Relief
P.O. Box WRC
Wheaton, IL. 60187

Dear Dave :

This letter is about training workshops but before I can get to the point I must share with you some new thoughts I have about development.

In an earlier letter I mentioned to you that I was in the process of rethinking my whole approach to development and now I see the need for a new direction. When I look back on my 4½ years working in the field of development I am disenchanted with the results. As I talk to other development workers and observe all types of community development projects I find that their results also are most discouraging. In spite of all the work and all the funds spent on community development I yet have to see a developed community; instead, the opposite seems to be happening, the problem of poverty is getting worse. I know that development literature is full of examples of "successful" projects but my experience has been that these stories are mostly "honest misrepresentations"; on close examination one discovers that the change brought about is minimal or only ephemeral. When I consider the amount of funds invested in development projects I have to say that the investments are not worth the returns.

I think this paucity of returns is due to the fact that contemporary development philosophy emphasizes that development projects should be designed in such a way that they can be managed by the local people from the very beginning of the project or soon thereafter. But since the managerial capacity at the local level is minimal, the projects are designed to require minimal management, and minimal management gives minimal results.

I've also come to the conclusion that the most important thing the poor need is jobs that pay non-exploitative wages for his labor and his skills. The person can either be self-employed or salaried but in both cases his earnings must allow him to live decently. I see projects designed to enhance the income-earning potential of the poor as the only true development projects. Projects in the areas of health, drinking water, infrastructure, education (both academic and vocational) etc. are only development projects in the sense that they can

to making the worker more productive. You may raise a question here about the need for human development, I think it has to take place simultaneously with production.

I don't think the poor need human development more than the rich, I think the opposite is true. I've come to the conclusion that contemporary development "experts" are wrong in implying that the poor's lack of initiative, or lack of awareness, or superstitious attitude, or ignorance, are primary causes of their poverty and that the poor need to change their attitude for development to take place. I think these are only secondary causes. I think the primary cause of poverty is exploitation of the rich by the poor in all aspects of life; years and years of exploitation have brought about these secondary causes. Remove exploitation and you'll have development. A true development project must deal with this primary cause.

Another major cause of underdevelopment is poor management of resources. This is also a secondary cause because exploitation has left the poor with very little to manage and even the little they have they manage poorly because of their constant short-term needs. This is a major problem that any true development project must deal with creatively.

Enclosed is a document that describes an organization that could be formed to put into practice the ideas mentioned above. This is still a fictitious organization but I think the idea has possibilities and I would like to pursue it. I wrote it mainly to summarize on paper my thoughts on non-exploitative economic enterprises designed as development projects and the type of organization needed to implement them. I'm sending it to you because this is the only piece of writing I presently have that more or less summarizes my ideas and I hope it will give you an idea of the direction my approach to development is taking.

I went back and read the reports Phil Baur had sent me about Paul Munch's work. I can see similarities with what he is doing and what I am proposing. I also see several differences. As far as I know, his approach is very uncommon and I feel that his success is due to the fact that he has deviated from the popular development philosophy in favor of a more practical one. I hope that I'll be able to visit his work someday.

Now about the training workshops. I do see the need for a different kind of training. The training material we now have is patterned after the development approach I'm in the process of deviating from. That approach proposes that the community members identify their own needs, prioritize them with the help of a consultant, come up with appropriate solutions and be able to implement these solutions with resources available to them and according to the managerial capacity they possess. This approach is applicable to projects, such as drinking water projects, designed to provide basic services to a community but I find it unsuitable for development projects designed as non-exploitative economic enterprises. In Haiti, and I would guess in all poor countries, these enterprises will always be meeting a top priority need, i.e. unemployment, underemployment, and insufficient earned income; I can't think of one community in Haiti that would not name lack of income as a top priority need. And since these enterprises are based on the resources available locally the choice of enterprise will be limited to no more than 2 or 3 possibilities, and the selection of one of these possibilities has to be

mostly based on production and marketing considerations. The community members would be involved in the decision-making but in this case they would be mostly serving as consultants contributing their knowledge of the area to the project planners. The actual planning of such an enterprise requires skills beyond those available in the community and there also the people would mainly serve as consultants. Implementation would require middle-level management skills that the people do not as yet possess.

In other words, the planning and implementation of such a project is not very different than for any economic enterprise. The people are happy to find good jobs and they are paid just wages for their work. The document on MANONEX further explains how this is done.

The type of training required for these projects would deal with planning; but of a different kind. Whereas we still would use the OMR approach it would not be appropriate to use role plays as we did in the last workshops, what we would be aiming at is to help one person, not a group, think through all the essential elements for the successful undertaking of an economic enterprise and plan all the steps in detail. He would be trained in how to develop a cash flow chart, how to conduct marketing studies, feasibility and profitability studies, how to write a business proposal, how to manage such enterprises efficiently. I do realize that for such training the participants need to have an adequate educational background, at least a good High School level. These people would not need to be community leaders, they can be outside consultants assisting rural communities.

I'm not rejecting the other type of training workshops such as the one we had last September. I think they are appropriate for the projects designed to provide community services. What I do strongly feel is that people need jobs more than they do community services and for this reason I consider the type of training I've just described as much more important. The projects resulting from the second type of training workshops would also be much more important.

For future training workshops I'd like to have more of the second type than the first. Many elements of the first type would be included in the second but the training would be more specialized.

Now about the proposal for a training coordinator. Of the 2 objectives listed I can only commit myself to one. I don't consider it a good use of my time to go back to work with the workshop participants of 1981 and 1982. I don't think anything substantial came out of the 1981 workshops in Cayes and Port-au-Prince; the workshop of last September was mainly for the benefit of the training team and I don't remember that any potential good project was really presented. I think the follow-up process has to start at the workshop; the participants must go out knowing exactly what they are going to do and when. The last day of the workshop should just be the beginning of the whole process. I don't see any meaningful follow-up being initiated before the next workshop we organize, which will be in June or July. The other thing is that I feel the value of the follow-up depends a lot on the caliber of the participants which in turn depends on the screening process. The workshops we've had so far have not met those conditions, future workshop will. In the proposal I've rewritten I only include one objective. I've also left the first paragraph under Methods out.

114

I'm planning to have the next workshop in late June or early July and postpone a second phase I workshop in late September. The first phase II workshop would take place in December.

I've left the budget as it is. Since you're mainly looking at this as a means of covering present CODEPLA expenses I thought the line items could stay the same. In our present budget we don't have a line item for office Rent or office Equipment. Of the items listed under office Equipment the only one we really need is an IBM typewriter. Anyway, I think it's best that you write up the budget as you see fit.

This letter has to be the longest one I've ever written to you. I look forward to getting your response.

Sincerely yours,



Paul H. Thomas
Director of CODEPLA

PROPOSED FY86 BUDGET

OPERATIONS	WRC		OTHER	TOTAL
	MONTH	YEAR		
Office expenses	300.00	2400.00		2400.00
Local travel (vehicle op. & mtce., food & lodging)	933.33	9999.96		9999.96
Employee insurance	230.00	2760.00		2760.00
Utilities	100.00	1200.00		1200.00
Salaries				
Director	370.00	10440.00		10440.00
Executive assistants (2)	840.00	10080.00		10080.00
Secretary	325.00	3900.00		3900.00
Bookkeeper	200.00	2400.00		2400.00
Financial consultant	110.00	1320.00		1320.00
Driver	250.00	3000.00		3000.00
Warehouse controller	150.00	2160.00		2160.00
Watchmen (2)	250.00	3000.00		3000.00
Total for operations	4388.33	52659.96		52659.96

15% of total Codezola budget)

Turbe Health project	833.33	9999.96		World Relief	9999.96
Discretionary project fund	1000.00	12000.00		World Relief	12000.00
Marmelade charcoal project			85000.00	World Concern Canada	85000.00
School farms project			5000.00	Tear Fund UK	5000.00
Fig Multiplication project			36000.00	World Concern U.S.	36000.00
Agroforestry project			10800.00	PADE / USAID	10800.00
Tree nursery			10500.00	Self-funded	10500.00
School Lunch program			100000.00	Dutch Interchurch Aid	100000.00

Total for projects	1833.33	21999.96	268300.00		290299.96
--------------------	---------	----------	-----------	--	-----------

Total budget Codepla (Adm.+projects)

342999.96

CEEH ENABLEMENT GRANT	533.33	6399.96			6399.96
-----------------------	--------	---------	--	--	---------

SCHOLARSHIP FUND	100.00	2400.00			2400.00
------------------	--------	---------	--	--	---------

TOTAL BUDGET CODEPLA/CEEH	4954.99	93459.28	268300.00		351759.98
---------------------------	---------	----------	-----------	--	-----------

% 24.00 75.00

2/6

ANNEX E

DIRECTOR
(P. Thomas)

Assistant Director
(South)
(Octave Torchon)

Production Manager
(Cashew Project)
(Armand Baltavia)

Asst. Production Mgr.
(Isaac St. Jean)

Watchman
(Andre)

15 Employees

Sales Representative
(Cashew Project)
(Fred Lamand)

Fond des Blancs
Project Manager
(Jean Thomas)

Head Animateur
(Fernand Corthe)

Reforestation Project
Animateurs (10)

Fond des Blancs
Piggery

Vet Tech.
(Clervil)

+ 2 Caretakers

Cul-de-Sac
Piggery

3 Caretakers

Goat Project

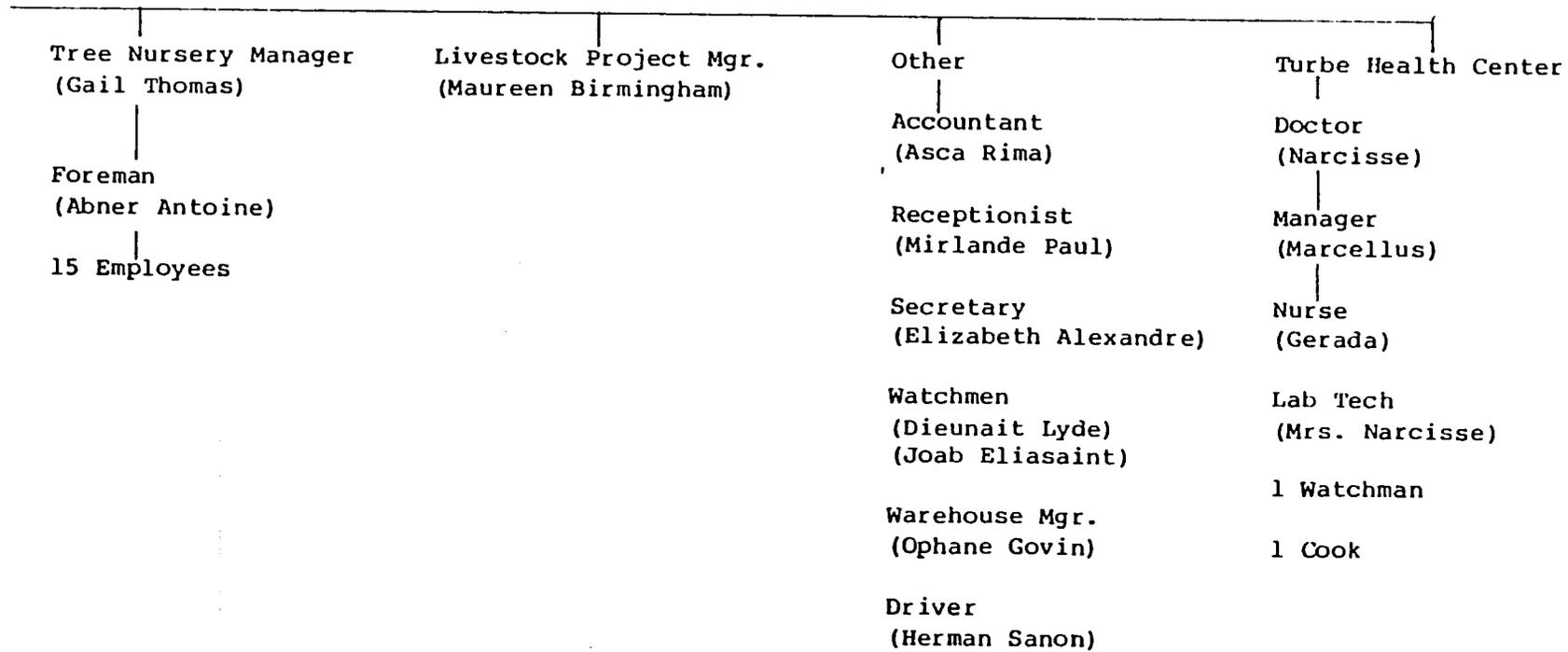
2 Animateurs
(Max Jn-Louis)
(Philippe Bruno)

Assistant Director
(North)
(Lys Lorthe)

Marmelade Project
Local Manager
(Eugene Louis)

Project Animateurs
(Paul Antoine)
(Jean-Paul Elvariste)
(Jean Estival)
(St. Juste Marcellus)

+ 5 Watchmen



WORKING AGREEMENT BETWEEN CODEPLA/CEEH AND WRC

CODEPLA/CEEH is the counterpart operational structure of WRC in Haiti. A continuous relationship with a national interchurch agency is preferred by WRC to the alternative of establishing its own structure in Haiti by opening a country office. CODEPLA/CEEH shares purpose, commitment and function with WRC, and it is well equipped to implement projects effectively. WRC has committed itself to serve as a funding and enabling agency to CODEPLA/CEEH, which in turn serves as the channel for WRC's relief and development work in Haiti through local evangelical churches.

WRC is not the sole funding agency for CODEPLA/CEEH. However, in its role as a relief and development agency, CODEPLA/CEEH functions as the Haiti office of WRC. In contrast, WRC is the sole funding agency for the administrative structure of CODEPLA/CEEH, the channel through which other agencies may fund specific projects. These projects would be extremely difficult to implement if such a channel did not exist. In this role as facilitator, WRC can rightfully identify with all projects and programs implemented through CODEPLA/CEEH, whether or not directly funded by WRC. Other agencies which use this channel made possible by WRC understand the importance of such a contribution.

PROJECT CRITERIA

Projects funded by WRC and implemented by CODEPLA/CEEH endeavor to meet the needs of the whole person by meeting established criteria.

1. Projects conform to the mutual development priorities of WRC and CODEPLA/CEEH in the areas of income generation and job creation. This can encompass reforestation, food production, livestock, irrigation, etc., but always designed as an income generation project that recuperates funds invested in the project.
2. The project plan demonstrates that the project responds to a basic need and has clear, measurable outcomes, appropriate methods and a budget which indicates what proportion is provided by the local people.
3. Project documents clearly indicate that the people are participating actively in their own development, both in planning and implementation of the project. The proportion of the budget which comes from the people's resources such as manual labor, renting land, etc.) is one indication of their participation. The level of local participation should be 25% or more.
4. Project planning is development oriented to the extent that a plan exists for self-sufficiency within 36 months. Long-term goals are established such that the project may continue beyond 36 months without outside support and the community will continue to benefit from the ongoing project.

Preference is given to projects completed within one year; projects lasting up to three years are acceptable. All proposals must contain a comprehensive budget for the entire life of the project.

PROJECT APPROVAL

CODEPLA/CEEH is the operational structure of WRC in Haiti. Whenever possible, projects are submitted by CEEH member churches to CODEPLA.

1. CODEPLA facilitates the planning process and approves the project design. CODEPLA submits the approved project to the funding agency most appropriate and most likely to fund the project. WRC is informed of projects submitted to other agencies.
2. If WRC receives a project proposal from an organization in Haiti other than CODEPLA, it will request the organization to submit project documents to CODEPLA for the regular project approval procedure. Non-CEEH churches and mission groups are thereby encouraged to work through the national church.
3. For projects submitted to WRC, CODEPLA uses the agreed-upon format. The director provides a written recommendation for the project. WRC responds within 30 days from the time the program coordinator receives the proposal. For larger projects, CODEPLA uses the preliminary application of WRC to determine the potential for WRC involvement.

ACCOUNTABILITY

1. CODEPLA submits quarterly financial and narrative reports for all projects funded by WRC. A full report includes pictures and one or two "real life" stories from each project to facilitate WRC's fund raising. CODEPLA also assists WRC in other fund raising efforts, such as providing assistance for film crews.
2. WRC and CODEPLA respond to any proposals or correspondence within four weeks of receipt.
3. Representatives from both agencies meet together at least once a year for an annual planning meeting, with prepared rough drafts of plans for finalizing at the meeting. Either agency can request a meeting or an update visit as the need arises.

BUDGET

1. Funds are disbursed to CODEPLA/CEEH through the CEEH Gary-Wheaton Bank account. These disbursements are on a monthly basis and should be spent as budgeted unless CODEPLA and WRC agree otherwise.
2. Discretionary funds are sent in lump sums, such as \$3,000 at a time. As that money is used according to the above criteria, a report is submitted by CODEPLA to WRC indicating its use. This triggers a disbursement of the next lump sum.
3. Budget requests for operating funds are submitted by June 30 for the following fiscal year (October 1 - September 30). Approval of this budget is communicated by WRC to CODEPLA by September 30.

BUDGET***Project Generated Income***

This income is generated from the sale of the charcoal and lumber. Production will be progressive. One million trees would have been planted by the end of nineteen eighty six. There would be 250,000 live trees at a twenty-five percent survival rate. Fifty thousand of those trees would be available for charcoal in nineteen eighty-seven to produce the first 5000 bags of charcoal.

As more trees are planted every year, more will become available for charcoal until the goal of one million live trees is reached. At that time 250,000 trees will be available annually. Production will then plateau at 62,500 bags of charcoal.

The market value of each bag of charcoal is estimated at five dollars.

Budget Needed

The budget need for the execution of this project is based on the deficit of the early years of operation. Over the first five years of operation this amount totaled \$144,975.24. The single largest deficit year is nineteen eighty seven. Most of the needed installation will take place during that year.

	1986	1987	1988	1989	1990	1991
TRANSFORMATION						
Land		1000.00				
Depot & Office			5000.00			
Transportation		500.00	1125.00	2500.00	4375.00	6250.00
Charcoal Department						
Foreman		1300.00	1365.00	1437.25	1504.91	1580.16
Workers		2600.00	2730.00	2866.50	3009.23	3160.32
Kilns		2500.00		5000.00		
Bags		1000.00	2250.00	5000.00	8750.00	12500.00
Fuel		1200.00	1200.00	1200.00	1200.00	1200.00
Tools		500.00	500.00	500.00	500.00	500.00
Lumber Mill						
Equipments				5000.00		
Foreman				1300.00	1365.00	1437.25
Workers				2600.00	2730.00	2866.50
Harvesters				1300.00	1365.00	1437.25
Fuel				3000.00	3000.00	3000.00
Maintenance				500.00	500.00	500.00
MARKETING						
Truck Purchase		30000.00			60000.00	
Staff						
Driver		750.00	1687.50	3750.00	6562.50	9375.00
Seller		3250.00	3412.50	3583.13	3762.22	3950.40
Transportation						
Fuel		2500.00	5625.00	12500.00	21275.00	31250.00
Truck Maintenance		250.00	562.50	1250.00	2187.50	3125.00
ADMINISTRATION						
General Director	6500.00	6825.00	7166.25	7524.56	7900.79	8295.83
Administrative Assistants			3900.00	4095.00	4199.75	4199.75
Taxes		1750.00	3937.50	10750.00	12912.50	24875.00
Office Cost		1200.00	2400.00	2400.00	2400.00	2400.00
Depreciation	1829.50	5529.50	7671.50	9221.50	14459.00	15884.00
Misc.		975.00	1968.75	5375.00	9406.25	13437.50
Total Operation	\$ 633,249.50	\$77,847.00	\$81,719.88	\$114,533.86	\$127,754.56	\$181,105.41
Balance	\$ (633,249.50)	(\$60,347.00)	(\$42,344.89)	(\$9,033.86)	\$370.44	\$27,644.59
Fund Distribution						
Patronage Refund				(\$2,710.16)	\$111.13	\$26,293.38
Reinvestment				(\$2,710.16)	\$111.13	\$26,293.38
Community Activities				(\$3,613.54)	\$148.16	\$35,057.84

	1986	1987	1988	1989	1990	1991
Expenses						
NURSERY						
Personel						
Foreman						
Training	200.00					
Salary	550.00	1732.50	1766.63	1768.33	1768.42	1768.42
Workers						
Distribution	200.00	1640.00	3222.00	3364.10	3368.21	3368.41
Utilities	1250.00	2500.00	3750.00	5000.00	5000.00	5000.00
Pro-Mix	525.00	1250.00	1875.00	2500.00	2500.00	2500.00
Fertilizer	1000.00	2000.00	3000.00	4000.00	4000.00	4000.00
Pesticides	500.00	1000.00	1500.00	2000.00	2000.00	2000.00
Seeds	250.00	500.00	750.00	1000.00	1000.00	1000.00
Fence	500.00		500.00			
Water Hoses	100.00		100.00			
Watering Cans	20.00		20.00			
Plumbing Materials/Labor	50.00		50.00			
Potting Shed	300.00		300.00			
Shadehouse						
Shade Cloth	375.00		375.00			
Post & Pole	300.00		300.00			
Seedling Flats	1400.00		1400.00			
Root Trainers	3750.00		3750.00			
Root Trainer Packs	2500.00		2500.00			
EDUCATION						
Transportation						
Motorcycles	5000.00					
Fuel	200.00	600.00	600.00	600.00	600.00	600.00
Staff						
Training	1000.00					
Salary	900.00	1995.00	2049.75	2052.49	2052.62	2052.63
Materials						
Audio-Visual Equipments	2000					
Educational Supplies	1000	1000.00	1000.00	1000.00	1000.00	1000.00

A profit of \$27,000 should be realized by the time the project is fully operational in nineteen ninety one. This profit will be used for patronage refund, the expansion of the enterprise and promoting community activities.

Even though the majority of the members of the community will be directly benefiting from the operation of the cooperative, this promotion of community activities insures that even the most distant resident of the community will share in the benefits. Priority will be given to activities which promote health and education.

Cooperative Operations

The following is an extensive forecast of the operation of the cooperative enterprise over the next six years.

	1986	1987	1988	1989	1990	1991
Income						
Charcoal Operation		25000.00	56250.00	125000.00	218750.00	312500.00
Lumber Operation				40000.00	70000.00	100000.00
Cost of Goods						
Trees for Charcoal	7500.00	16875.00	37500.00	65625.00	93750.00	
Trees for Lumber			20000.00	35000.00	50000.00	
Net Income	\$17,500.00	\$38,375.00	\$87,500.00	\$153,125.00	\$268,750.00	

54'

ANNEX H

POSSIBLE PRODUCT LINES

As in most of the Third World, Haiti suffers less from lack of actual opportunities for economic development, and more from failures in economic supporting mechanisms and the ability to visualize the opportunities. Thus the following suggestions have become apparent to the evaluation team, but not investigated as to development potential.

- o fish culture
- o mariculture, including shrimp, crab, oysters
- o integrated agriculture
- o spirulina culture
- o production of candy (based upon locally available ingredients)
- o spices
- o floraculture
- o flowers and other plants for perfume base
- o marble (widespread in Marmelade area)
- o jewelry and buttons, (using locally produced stock such as coconut shells and sea shells)
- o sisal twine

A recent breakthrough for Haitian businessmen has been the success of high fashion clothing exports. Five businessmen gave optimistic interviews stating, essentially that their orders vastly exceeded capacity. Although volatile, the high fashion market may be unusually suited to Haiti enterprise. The market sells sweater, sweater-blouses, dresses, both day and evening, in the \$50 to \$500 bracket, retailing in boutiques in the U.S. sunbelt. The sweater may be composed entirely or partially of local cotton. Haitian labor costs and working conditions permit low overhead and quick response time. Inventory is minimal in that that price range concentrates on one-size-fits-all designs. The most telling constraints are capital for raw inventory stock and an adequate supply of trend-sensing designers. The few professionals who design successfully for these manufacturers are highly paid and in much demand. They state that their field is open, that they actually encourage competitive designers due to the excessive demand. An example came to the attention of a team member when, during an interview, one of the larger manufacturers in this market was interrupted by an urgent call from a Miami representative who had orders in hand for 2,500 copies of one design featured the previous evening on a popular network television show. The supplier packed one suitcase full of his total supply of 22 pieces and dispatched it for the evening flight, hand-carried, to Miami.

ANNEX H
Table 1

Availability of Agro-Industrial Waste By-Products

<u>Item</u>	<u>Location</u>	<u>Availability</u> (MT/YR)	<u>Period</u>	<u>Cost</u> (US\$/MT)
Beer	Port-au-Prince	100	all year	30
Yeast	Port-au-Prince	?	all year	?
Rice Bran	Ortibonite	25,000	?	4-5
Wheat Bran	Port-au-Prince	15,000	all year	55-60
Cotton Cake	Gonaives, Port-au-Prince	1,500	?	Free
Cotton Seed	Hulls, Gonaives, Port-au-Prince	700	?	Free
Sisal Pulp	Port Dauphin	5,000	all year	Free
Coffee Pulp	Various	?	all year	Free
Citrus Pulp	Cop Haitian	800	all year (?)	Free
Coffee Hulls	Various	15,000	all year	Free
Cocoa Pods	Cop Haitian	30,000	all year (?)	Free
Bagasses	Port-au-Prince	5-6,000	all year	5-10
Molasses	Port-au-Prince	?	all year	60-80
Filterpress Mud	Port-au-Prince	?	all year	Free
Blood Meal	Various	?	all year	Free
Cassava	All villages	?	all year	Free
Market Wastes	All villages	?	all year	Free

Sources: To 1978, USAID Mission, revisions by discussions with knowledgeable persons.

- 56'

ANNEX H
Table 2

Past Availability of Animal and Fish Protein in Haiti (1976 MT)

<u>Item</u>	<u>National Production</u>	<u>Import/ Export</u>	<u>Total</u>	<u>Per Capita</u>
Beef	12,000	600	11,400	2.42
Mutton/Goat	7,260	460	6,800	1.44
Pork	28,800	120	28,920	6.15
Horse/Donkey	4,000		4,000	.85
Offal	8,700		8,700	1.85
Dairy	120,000		120,000	25.53

ANNEX I

FISHERIES AND AQUACULTURE

Any examination of Haiti's resources must soon turn to the obvious huge resource of its adjacency to the ocean, a coastline of nearly two thousand miles, and many bays, harbors and small estuaries. Since travel by road is rough and time-consuming, small boats play a relatively large role in communication and commerce. In that only one-third of Haiti's land is immediately cultivable, and more than 40% of Haiti's arable land has been ruined, pressure upon remaining cultivable land is heavy and accelerating.

There are many short rivers with steep gradients flowing from the mountains over short watercourses to the sea. Most dry up now, although they did not until the vast mahogany forests were cut down. Lakes and permanent lagoons amount to about 25,000 hectares of which two are large (the E'tang de Saumatre, a natural lake of about 16,000 hectares, and a reservoir, Lake Peligre of 3,200 hectares created in 1957 by construction of the hydroelectric dam across the Antibonite River, Haiti's largest).

The predominantly calcareous rock structure of Haiti yields a number of springs, a series of which maintain the level of the E'tang de Saumatre fisheries resources.

The principle fish of the lakes are now stocked Tilapia and carp. Since the populace have virtually no fishing equipment, no one really knows the condition of the stocks since stocking occurred from one to two decades ago.

With nearly six million inhabitants depending upon a small agricultural resource, the country will be forced sooner, rather than later, to its fisheries for necessary protein sources and hard currency. Located on the leeward side of the Island of Hispanola, moisture laden winds usually drop their rain before reaching Haiti. Haiti's semi-aridity is heightened by an average maximum temperature in the summer of 38°C and winter about 28°C. The average minimum temperature drop only to 22°C in the summer and 18°C in the winter.

Agricultural by-product availability is relatively untapped as a source of animal feed stock. It will be difficult and costly to improve meat production to minimal standards due to lack of adequate and sufficient pasture, lack of investment capital, and the relatively low conversion value of cattle. There is general and severe shortage of animal protein in the population's diet, especially in the rural areas. Although Haiti is rich with marine fishery potential, the near total absence of fishing equipment, processing capacity, and marketing systems, deny the potential of marine fishes to contribute to the reduction of the protein deficit. Inasmuch as the continental shelf is narrow around Haiti, and other nations have essentially usurped a Haitian

marine fishery, the nation should look to freshwater fisheries with renewed interest. With an adequate water supply and ideal climatic conditions, aquaculture represents a significant potential source of protein, and a hard currency earning export industry.

Various researchers report a high acceptability of the Haitians to fish and fish products. The Haitian per capita consumption of red meat in 1976 was 13.7 Kg/yr, a figure quite high compared to other tropical countries. The per capita fish consumption was very low, in comparison again, at 1.1 Kg/yr for marine fish and 0.06 Kg for fresh water fish. During 1985, Haiti produced 4,000 tons of fish while importing more than 14,000 tons. Knowledgeable experts in Haiti claim that there is a market for 20,000 tons of Haitian produce for internal consumption, and a very much larger export market for freshwater species of seafood which would flourish under the Haitian climate and topography.

There are ample sources of agro-industrial by-products (see table attached for detailed data) in Haiti to support major increases in feed production. Since the feed-meat conversion factors must be taken into strict account in an economy so marginal as Haiti's, the conversion ratio of 1:1.2 for fish culture is very attractive compared to 1:3 for poultry, 1:5 for pigs and 1:12 for beef.

In market spot checks, the team observed small supplies of fish selling at rather high rates. The imported fish appear to be used primarily as a condiment, fetching very inflated prices compared to average income. Fish as a main dish is limited to the relative wealthy.

In 1950, the FAO initiated a project entitled "Development of Fish Farming in Haiti", introducing Tilapia Mossambica and common carp. The latter has disappeared, while Tilapia appear in the market. By 1956, yields of 2300 kg. and 2600 kg. were reported from two grow-out ponds. Production of fingerlings was proceeding well initially (1.5 million in each year, 1958-65), but by 1980, the fisheries service no longer had vehicles to transport fingerlings and growers must come to the hatchery with whatever container and public transport they can cobble together. Of the some 5,000 culturing ponds claimed to have been dug by 1980, only 500 remained in production by the early 80s. We learned of only one private fish farmer still producing in the southern departments.

Key factors learned during this review

- o All interviewers claimed that water supply is more than adequate for a greatly expanded freshwater fishery
- o Farmers do not fertilize existing ponds, mostly due to lack of awareness of what biomass could serve as fertilizer and feed.
- o No fingerlings have been sold anywhere in Haiti since about 1983.

91

- o The budget for fisheries services by the government of Haiti is approximately \$150,000, virtually all committed to salaries.
- o At one time the Belgians, French and the Catholic Church sponsored extensive fish pond experiments. Most, is not all, have ceased functioning. due mostly, if not entirely to lack of training and awareness of new techniques.

MARICULTURE

There is no ongoing commercial or subsistence mariculture in Haiti at one time, the Catholic Church sponsored an oyster culture project at Fort Liberte. However, the project attempted to culture as imported oyster species, unacclimated to local conditions. Trials with local oyster failed as well. In discussing the latter phase of the project with a person acquainted with the project, it was learned that the technical design of the project did not compensate for changes in salinity due to periodic rain runoff, a fatal blunder. Oysters are sought after in village markets. The small (1.0 cm) mangrove oyster fetched the equivalent of \$3.00 U.S. per lb. in Gonaives. Cans of imported oysters in Gonaives were priced at \$9.00.

Culturing of spiny lobsters have been attempted. No data was readily available as to success. However lobster meat is found in the market.

While visiting the AID Mission in Haiti, it came out in discussions with agribusiness specialists that one of the evaluation team members was an expert in aqua and mariculture. Immediately, the agribusiness specialists relied upon the expert to respond to letters of inquiries from Haitian businessmen asking for advice in that field. An evening meeting was rapidly arranged at which three restaurant owners and four other business investors demonstrated enormous interest, and willingness to invest, in aqua and mariculture. The meeting was reluctantly terminated at midnight, with the stated intention to lobby possible funding sources for technical assistance.

INTEGRATED AGRICULTURE PROJECTS

If CODEPLA desires to investigate and enter the area of aquaculture and integrated agriculture, certain priorities and activities fall out. Supportive activities, in the form of recommendations include:

AID

- o sponsor fisheries stock enumeration studies;
- o survey existing and abandoned fish ponds;

60

- o rehabilitate Damien Fish Culture Station, both physically and institutionally, while upgrading technical training and consultation availability;
- o identify and survey promising sites for fish culture, including availability of agri-industrial wastes and by-products, marketing opportunities and constraints;
- o encourage joint ventures in private sector in fish culture;
- o encourage extension education in fish culture;
- o train fish hatchery managers;
- o identify and empower two demonstration fish cultures of modest, village-capacity size;
- o encourage integrated fish culture (fish cum duck, fish cum pig, fish cum row crops alternating, fish cum rice cum pigs, algae cum fish, etc.) through requests for and finding selected proposals, establishing two demonstration sites, scaled to village level capacities;

CODEPLA

- o provide advanced orientation (not Necessarily technical training) of P. Thomas in fish culture and integrated fisheries;
- o provide for technical training of one national in fish culturing and integrated agriculture;
- o initiate fish culture demonstration site (TILAPIA NILOTICA, rather than carp or T. Mossambica);
- o prepare marketing/management plan (a la cashew project) for integrated agriculture demonstration projects;

WRC

- o respond to CODEPLA requests for assistance vis-a-vis above recommendations;
- o represent fish culturing and integrated agriculture projects to possible co-funding sources.

ANNEX I
Table 1

Haitian Retail Prices at Limbe Market (Port-au-Prince) Price (US equiv./KG)

<u>Item</u>	<u>Unit</u>	<u>1980</u>	<u>1985</u>
Smoked Herring	slice	2.86	4.00
Salted Herring	slice	2.00	4.00
Smoked Herring	whole	4.46	not found
Salted Herring very low quality	whole	3.30	5.00
Salted fish locally produced	whole	4.50	9.50
Canned Mackerel (imported)	can	1.26	5.50
Macoobrachim (fresh)	piece	2.00	4.50
Macoobrachim (cooked, wo/claws)	piece	2.50	7.00

62

ANNEX I
Table 2

Production of Marine and Aquatic Fisheries in MT

<u>Item</u>	<u>1955</u>	<u>1960</u>	<u>1969</u>	<u>1976</u>	<u>1985*</u>
Inland Waters	125	--	255	300	--
Marine	2,000	--	4,500	7,130	1,000
Spiny Lobster	200	--	200	500	400
Shrimp		--	5	10	
Lambi		5	10		
	<hr/>				
	2,325	4,500	4,965	7,950	1,400

*In 1985, Haiti imported for local consumption 14,000 MT of fish

17
67

ANNEX I
Table 3

Historical Development of Imports of Fish

Quantities in
Equivalent Fresh
Fish (MT)

20,000
15,000
10,000
5,000
0

1950 1955 1960 1965 1970 1975 1980 1985 1990

YEAR

Source: SCFT International - to 1977; Haiti Times - 1980-1990. Note that until 1980, the preponderance of imported fish was salted and smoked. Since 1980, the ratio of fresh to preserved (other than tinned) is increasing rapidly, with a 1990 projection of 1/2 of imported fish will be fresh or tinned and 1/2 smoked, salted or cured.

69

ANNEX J
People Talked To

Paul Antoine, Extensionist, Marmelade
Michael Bannister, Forester, Pan American Development Foundation
James Berezin, Investment Officer, USAID
Maureen Birmingham, Veterinarian, CODEPLA
Michel Carvonis d'Or, Entrepreneur
Jean Estivel, Extensionist, Marmelade
Jean Paul Evariste, Extensionist, Marmelade
Nicole Gardere, Entrepreneur, Restaurant LaBelle Epoque
Steven Goodwin, Deputy Director, Pan American Development Foundation
Barry Heymann, Chief PVO Officer, USAID
Chavannes Jeune, Director of Community Development/Integrated Rural Development, Baptist Evangelical Mission of Southern Haiti
Mr. Kaufmann, Entrepreneur
Drew Kutchenreuter, Pig Project Director, Interamerican Institute of Agricultural Sciences
Fred Lamand, Sales Manager, Cashew Project
Jean Latute, Entrepreneur
Jean Robert Lebrun, Quality Fashions
John Lewis, Chief of Rural Development, USAID
Lys Lorthe, Assistant Director, CODEPLA
Eugene Louis, Baptist Minister/Program Coordinator, Marmelade
Saint-Juste Marcellus, Extensionist, Marmelade
Patrick McDuffie, PVO Officer, USAID
Claude Noel, Director, Haitian Counsel of Evangelical Churches
Madame Rigau, Entrepreneur
Tomas St Jean, Fisheries Expert, Government of Haiti
Rafael St Justin, Farmer, Marmelade
Charles Sills, Entrepreneur, Energy Options
Glenn Smucker, Director, Pan American Development Foundation/Haiti
Eldon Staltzfus, Country Representative, Mennonite Central Committee
Maurice Telusme, Farmer, Marmelade

ANNEX J (continued)

Jean Thomas, Clergyman, Development Coordinator, Fond des Blancs

Paul Thomas, Director, CODEPLA

Octave Torchon, Assistant Director, CODEPLA

Jan Turcan, Agribusiness Project Manager, USAID

Carl Frederic Villard, Entrepreneur, Aquarius Industries

Michael White, Chief Public Health, USAID

Various extensionists and farmers at Fonds de Blancs