

Project Title: HACHO - Haitian American Community
Help Organization

No. 521-15-810-061

A Report on the HACHO Project
based on an evaluation of its
activities and including re-
commendations for future operations.

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Date: May 18, 1972

Contract No. AID/1a-710

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PREFACE

This report provides the information required to revise the original PROP for this project submitted on July 10, 1970. It is based on an evaluation of HACHO's activities through May 1972 conducted in accordance with the Scope of Work of AID Contract No. AID/la-710.

Recommendations for organization and direction changes are contained in the report in the PROP prescribed format and in the narrative. Major changes recommended include a new status for HACHO to be negotiated with the Government of Haiti, direct AID support to HACHO, and a project purpose achievement measurement system based on demographic and community organization grounds.

NARRATIVE DESCRIPTION

Title: HACHO - Haitian American Community Help Organization

No. 521-15-310-061

Date: May 13, 1972

A. Statement of Goal:

1. The Goal:

To raise the general standard of living and productive capacity of rural Haitians in the least developed areas of the Northwest, North and Artibonite Departments of Haiti.

2. Measurement of goal achievement:

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

3. Assumptions about goal achievement:

a. HACHO will be the single most important organized development attempt in these areas over the next three - five years.

family income
b. A measurable change in economic status, e.g. per capita income, can be projected so that the effect of HACHO can be identified as distinguished from general condition changes.

B. Statement of Project Purpose:

1. To organize at least 3 Community Councils for each Section Rurale of the HACHO area (about 243

Community Councils for 62 Sections Rurales) so as to enroll or influence, in an organized fashion, about 20% of the population; to establish and maintain a viable community development organization and process. Annex A contains a Demographic Schema and a Table showing Demographic and Community Organization data.

2. Conditions expected at the end of the project:
248 Community Councils will have been formed (at least 3 per Section Rurale in the HACMO area) which carry out at least one "social" and one "economic" project per year and regularly collect dues, etc., for community sanctioned purposes. These councils will also be members of a larger Coordinating Committee of Community Councils.
3. Basic assumptions about achievement of purpose:
 - a. Communities and individuals which organize a council and reach the condition described (one economic and one social project per year, regular dues collections, etc., and membership in a coordinating committee) will have developed a habit of work and an organization which is self-sustaining and capable of "lobbying" for the extra-community resources it may need.

- b. There is a "critical mass" element involved in working with 20%^{1/} of the population of the communities, sufficient to cause other communities or individuals to emulate them.
- c. All projects and activities have an important community input, and an increasing proportion of input, so that "un-impacted" communities recognize that extra-community aid is not the most significant factor.

G. Statement of Project Outputs:

1. <u>Outputs</u>	<u>Output Indicators</u>
HACHO, functioning as a recognized (by GOH et al.) regional rural development authority/organization composed of:	
a. Field units offering health, nutrition, education and CD and rural development services.	a. - <u>5</u> fully staffed field units operating by FY 73. - <u>25</u> mobile clinics/rural dispensaries operating by FY 74.

[#]
1/ The 20% figure is derived from HACHO field technicians in agriculture and CD. It represents what they think is both attainable and what will have the desired "critical mass" effect. This will have to be reviewed as the project progresses. A quantifiable indicator using this base is the dues-paying membership of the Community Councils.

* *Gerry, this is high - it represents one person/household in 4 out of 5 households - can be modified later*

- nutrition, home ec. & industrial arts centers for each Section Rurale of HACHO area by FY 77.
 - 50 polyvalent agents trained and working by FY 77.
-
- b. A regional field support & coordination office capable of logistic support, technical assistance, maintenance and repair and communications and records systems.
 - c. A HQ office for overall management of the program.
 - d. An Advisory Council to assist the HACHO Director which meets quarterly to provide policy guidance, liaison and coordination and a program review and inspection. Membership to include representation from concerned Ministries, U.S. Embassy and the private sector.
-
- b. Completely functioning by the end of FY 73.
 - c. Operating in a systematic manner by the end of FY 73.
 - d. Formed and operating by the end of FY 73.

- e. A HACHO capable of independence in terms of
 - I. need for AID support,
 - II. need for foreign technical assistance.
 - f. Securing support and assistance from various sources including GON, international organizations, private sector, religious groups and foundations.
- 2. Basic assumptions about production of outputs.
 - a. A HACHO organization staffed and deployed in the manner and by the schedule described above will be:
 - capable of organizing, supporting and guiding the initiatives of the target communities described in the purpose above,
 - attractive, in terms of efficiency, to local and non-AID sources of support.
 - b. An Advisory Council will insure interest, support and coordination of HACHO work with the planning and/or operations of other concerned organizations.
 - c. An Advisory Council will be an appropriate forum to present, from the bottom up, the views, wants, and needs of rural Haitians to policy-level
- e. Decreasing AID support to no funds and no technical advisors by FY 78 (see Table of Support Budget Annex B).
 - f. A decreasing % of budget from AID sources leading to no AID funds by FY 78.

personalities and organizations in Port-au-Prince. This bottom-up communications will be an important input in planning. HACHO's ability to do this is a proper role for a regional development organization.

D. Statement of Project Inputs:

1. AID inputs through FY 71 totalled \$916,369 ^{2/} administered through an AID-CARE Grant Agreement calling for the provision of phased inputs of technical and material assistance to develop self-sustaining community action programs (i.e., HACHO). Through the Grant, CARE provided:
 - a. CARE personnel - an Administrator to provide administrative and financial services.
 - b. U.S. purchased commodities - largely drugs, medical supplies and equipment, and vehicles and spare parts, and
 - c. An operational budget including a payroll for HACHO employees, administrative costs, local travel and transportation costs, rent and renovation of facilities, and local purchases

2/ source, original PROP and Grant documents.

of building materials, equipment, etc., for a range of self-help projects also supported by local contributions in kind or funds. The major elements are payroll and local purchase of supplies for self-help projects.

- d. CARE, through its ongoing Food For Work program also supported projects originating from HACHO initiatives (valued at \$160,022 for FY 70 and 71 ^{3/}).
2. AID inputs during FY 72 administered through the Grant will have totalled \$620,000 by the end of FY 72 according to AID project documentation for that year. Inputs remained in the same categories except that an Assistant Administrator was hired for part of the budget year. (See Annex C, HACHO FY 72 Budget for Breakdown). About \$1,550 ^{3/} worth of Food for Peace commodities were provided by CARE during this period.
3. AID inputs, projected through the end of AID financing of the project (FY 77) total \$1,900,000. Projected inputs include:

3/ Source, CARE, Port-au-Prince. Pounds of grain and oil are valued at \$0.10 per lb.

- a. Advisory personnel - a new position, Field Operations Advisor (FY 73 & 74), and the "transformation" of the Administrator (FY 73 & 74) and Asst. Administrator's positions (FY 73 & 74) to those of CD Advisor (FYs 75, 76, 77) and Admin and Financial Advisor (FY 75 & 76).
- b. Base-line survey personnel - one researcher for 12 man/mos. beginning in FY 73 and 2 man/mos. of comparison surveys in FY 76 and FY 78.
- c. Short-term consultants, at one man/month/year during FY 73, 74, 75, 76 and 77.
- d. Participant training for HACHO personnel in rural engineering, CD and family planning at the rate of 5 man/mos/year from FY 73 through FY 77.
- e. Commodities, largely drugs, medical supplies and equipment and vehicles. It is anticipated that, except for the personnel and training costs above, this item will remain the major category of AID inputs until the AID support terminates (FY 77).
- f. Operational Budget support, through FY 75.
- g. CARE provided Food for Work projected at 1,000,000 lbs of grain and 75,000 lbs of oil

per year (valued at \$107,500 p.a.).

E. Rationale:

HACHO now represents an investment of over five years' time as well as over \$900,000 through FY 71. In 1966 the AID program in Haiti was limited to support for Malaria Eradication and the distribution of PL 430 Title II commodities. U.S. - Government of Haiti relations were strained. Yet there was a desire for people-to-people cooperation in health measures and in upgrading the population to a point at which other development efforts could begin.

The HACHO program was mainly the creative effort of representatives of AID and CARE and a Haitian Committee, including the man to become first HACHO director. The conceptual base, that of beginning with the greatly desired service of clinical medicine, has been sound and permitted good entrée into other longer-range and potentially self-sustaining activities.

HACHO has been instrumental in alleviating the effects of a local famine (Jean Rabel area, 1968) and through advance planning was able to utilize the needed food in Food for Work rather than strictly relief projects. HACHO work in road improvement and construction required for its own operations and existence has opened or re-opened areas to truck traffic which ^{was} ~~was~~ non-existent or restricted to seasonal services by the most adventurous. The results

have been reduced transport costs, expanded market outlets and the availability of new amenities.

Public health measures, largely improvement of potable water supply and sanitary latrines, have been initiated and particularly the water supply projects enlist great popular support. Agriculture and soil conservation work have begun to a limited extent in all five existing units and to an appreciable extent at Jean Kabel (much of it spurred by FFW projects during the drought).

Finally, the most impressive contribution of HACHO has been the formation of a number of active, talented and functionally democratic Community Councils. This work has profited by what appears to be the 15-year history of a CD movement in Haiti.

Particularly, there has been educative ground work done by O.N.A.A.C. (Office National d'Alphabétisme et d'Action Communautaire), its predecessor ONEC, and religious and welfare (Volagency) organizations. It seems probable that the provision of inputs at this level and the management responsibility for these, as well as local inputs, have a stronger catalyzing effect than purely educative and local resource programs.

The HACHO organization itself is a positive development (47 employees in 1968, 75 in early 1971, and by May 1972, 210 on board of a planned 246. Most of its personnel

in health, agriculture and CD appear to be very well-trained and highly motivated, again probably benefiting from previous ICA programs including participant training. In comparison with many other CD programs, this technical and professional capacity is dispersed because of the unit organization of HACHO and because of the formidable logistics and communications difficulties of working in the Haitian countryside.

This unit technical staff is supported by semiprofessional workers (lab technicians, construction supervisors, equipment operators, etc.) and extended by auxiliaries in the health field and polyvalent agents in agriculture and CD. The latter is a key group in the sense that it is face-to-face on a daily basis with the population and has a major role in the education and motivation process.

The units consist of Jean Rabel (est. 1966), Anse Rouge (est. 1967), and Terre Neuve, Gros Morne and St. Michel (all est. 1971). Clinical medical services in the first two units have about reached a plateau in terms of consumption of drugs and supplies and patients treated. Preventive health and nutrition, agriculture, and development projects and investments now take on an increasing importance in time and resource allocation.

The three new units have not finished the road improvements required to reach the logistic limit of their

*must be a better word!
"each agent must have a valence of 20 hours?"*

All demand met? What does this mean?

mobile clinic services, and CD and agriculture are largely in the survey and organizational stage. A regional support, coordination and garage/depot office is being set up in Gonaives.

A HACHO unit benefits by "incorporation" of and support to existing facilities (e.g. Public Hospital at Jean Rabel, Parish Hospital at Gros Morne, mission hospital and CD program at Pilate, and Baptist Hospital at St. Michel), and in many cases has provided a missing key element for these facilities. In Pilate, a good Catholic Church-run CD program (MDDCOP) is assisted by the Gros Morne agronomist, and their hospital was built but not fully utilized for a ten-year period until the arrival of a HACHO doctor.

HACHO's success is very evidently a function of its resources in terms of program and personnel. These personnel are, in effect, paid a premium for service in the rural areas. It appears that all organizations working in Haitian rural development operate on this basis and recognize that it is essential if there is to be progress as opposed to survival.

HACHO's cost per capita of population served compares favorably with other agencies operating on the same pattern. For example, the HACHO FY 72 budget was \$650,000, and the population served on an area basis was about 390,000. The cost per capita, exclusive of Food for Work inputs, was

*if this is the
secret of success
what happens
in 1978?*

\$1.67.

Church World Service currently supports an excellent soil conservation and agriculture program which has been operating in the Fort Jacques area (between Pétionville and Kenscoff) for 14 years. Their annual budget of \$30,000 (exclusive of CWS volunteers and Food for Work) serves 30,000 people for a per capita cost of \$1.00.

40% less is a favorable comparison?

In talking with HACHO personnel on loan from the Ministries of Health, Agriculture and from O.N.A.A.C., most expressed appreciation for having the resources with which to work. Most also appreciated the multi-discipline approach as opposed to "straight" health, agriculture, etc., and thought it best suited, at present, to the needs of Haiti's rural population. Officers of the Community Councils expressed their interest in dealing with a single organization capable of action in several fields.

In sum, HACHO's modus operandi parallels that of most private agencies operating in rural Haiti. All appear to pay higher salaries than the going GOH rates whether they are direct employees or whether they are GOH employees on loan who are paid a subsidy. Most work through a Community Council system. And most appear to be more effective, in terms of meeting needs, than the regular operations of the line ministries.

It should be pointed out that the budget limitations of these Ministries are so severe that discussion of their capability and motivation must be largely academic. In the far Northwest, next to no public services existed apart from the civil authorities, justices and the security forces, army and police. HACHO was, in collaboration with its "incorporated" elements, the social and economic development service of the area. In Terra Neuve this is also substantially the case.

In Gros Morne and the Trois Rivières valley IDAI (Institut de Développement Agricole et Industriel) runs a supervised credit program for cotton and edible oil seed farmers and has some plantations of its own. ONAAC personnel are resident there and collaborate with HACHO. In St. Michel some minimal services existed, including a public health nurse (now attached to HACHO) and farm schools. A large private citronella plantation and oil factory on the nearby Savane (central plateau) provided employment and training for local people, but this has been abandoned for many years.

By and large HACHO has gone where it has been needed and has, after some initial difficulties, worked out a mutually satisfactory relationship with existing church or state institutions. There is a tendency to withdraw services, particularly by ONAAC, when a HACHO unit opens,

a problem which is not yet resolved. Relations with the local government agency representatives are generally satisfactory.

The GOH agencies have cooperated with the assignment of personnel and equipment (dozers, graders, dump trucks), but there is a sense of institutional jealousy, expressed by officials of the Ministry of Health and ONAAC. Generally the feeling is that "had we the (externally supplied) resources of HACHO we could have done a lot" and "HACHO collaborates on its own terms." The latter is a by-product of the "complete autonomy" insisted on in the agreements supporting the existence of HACHO. Possibly, this was also caused by the personality of the former Director. On the other hand, many GOH employees seconded to HACHO feel that the general malaise afflicting the GOH services will take five years to recover from, and that prospect depends on a number of unpredictable factors.

HACHO's budget has been in effect an extra-budgetary development resource for the Government of Haiti. The Guide Economique de la République d'Haiti published in December 1971 by the Haitian Statistics Institute shows a total national budget for FY 71 of \$48,147,655 broken down into an operational budget of \$27,389,437 and a development budget of \$20,758,218. The Ministry of Health had a budget of \$4,726,739 for the same year and

the Community Development budget (presumably ONAAC's) was \$1,336,216. HACHO's projected budget of \$750,000 for FY 73 and thereafter (\$650,000 from AID) is about 16% of the Public Health budget and about 54% of the CD budget. The assumption of HACHO costs by the GOH could obviously not be precipitous. However it is claimed that GOH receipts have increased by 70% over the past four years and if this trend continues, the GOH should have the financial capacity to assume HACHO costs in the manner described in Annex B.

Under Course of Action, below, certain changes are recommended which can preserve HACHO's élan and progressively integrate its operations with the GOH and other organizations. This progression should be so phased that review of timing and resource inputs can accommodate changing appreciations of the GOH's interest and intentions vis-a-vis HACHO.

F. Course of Action:

The first changes must be institutional, to provide a new basis for HACHO's relationships with the GOH and CARE, and to provide a direct AID input to HACHO by means of an agreement with the GOH.

1. Institutional changes.

It is recommended that:

- a. A Pro Ag or comparable document be drawn up

(before COB FY 72). The terms of the Pro Ag should specify

- I. a new role for CARE as provider of personnel, project commodities and participant training. CARE's personnel should retain their current administrative and financial role through FY 74 and be co-signers on AID's behalf, along with the Haitian project director, of financial and administrative documents. By FY 75, their personnel should assume a purely advisory role.
- ii. that HACHO be now recognized by the GOH as a semi-public regional rural development organization whose responsibilities include its own development operations and services as performed in the past, and technical assistance, coordination and liaison with private agency and public service development activities in the HACHO area.
- iii. to accomplish the above (ii), the GOH shall appoint an Advisory Board composed of the Technical Director of HACHO and representatives drawn from some or all of the following organizations --

Ministry of Finance and Economics
Ministry of Public Health and Population
Ministry of Agriculture, Natural Resources
and Rural Development

Ministry of Public Works

ONAAC

CONADEP

and have representation from --

The American Embassy

The Private Sector

and non-voting representation from --

International Organizations (such as OAS,
UNDP, etc.)

The Advisory Board shall meet quarterly
to provide policy guidance, liaison and
coordination, and program review and
inspection.

a new "local currency" (operational budget)
arrangement establishing a HACHO project
account for AID funds; GOH funds and other
donor contributions can be deposited in
another special account to be established
at the same time. Funds are to be with-
drawn and utilized for HACHO operations
by the joint authority and signature of
the Haitian Project Director and AID

*Probably need
some sort of
working level
secretariat
to be effective iv.*

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Contract (CARE) Administrator until the end of FY 74 and by the Haitian Project Director alone thereafter.

v. policy and intent changes accepting a limit on clinical medical services to be provided and greater emphasis on preventive health and nutrition, family planning, self-help road construction and improvement, agriculture and rural industries development, and the provision of technical assistance, coordination and support to other development activities in the HACHO area. ^{4/}

b. Consideration be given to changing the name Haitian American Community Help Organization to something more descriptive of its new status without changing the acronym HACHO or the logo. These have by now very positive identity and image values which should not be cavalierly discarded.

^{4/} An AID Program economist at the American Embassy has on file a draft Memoire d'Entente from the Ministry of Health proposing changes in HACHO administration and organization which are comparable to the recommendations above.

2. HACHO internal organization and administrative changes.

The basic administrative system under which HACHO operates is CARE's, a system which is very accountability-conscious and which has withstood the test of time and years of AID scrutiny. There is no need to change this but merely to live up to it. Because of recent personality and issue conflicts within HACHO and between the former HACHO Director and CARE, the operations reports and records systems broke down. Most, if not all, of the recommendations below are based on weaknesses which are well-known to HACHO and which are being corrected now.

- a. Establish and maintain Community Council (hereafter CC) organization and demographic data records based on the format contained in Annex A. Elaborations on this may be necessary as geographic limits change (new roads opening new areas to be serviced), and as it is decided to expand the numbers of Community Councils per Section Rurale above three (e.g., in densely populated Sections Rurales).
- b. Establish and maintain records of CC membership and contribution (dues) accounts and

activities undertaken. These will provide the basis for judging progress against the accepted purpose, establishing a viable community development organization and process. Definitions have been proposed in this report which are reasonable at this stage but can be refined or redefined as experience dictates.

*By type
of project
activity
Prog?*

- c. Establish and maintain a project and activity record. This is included with some hesitation, since it tends to be a distraction from the main purpose and indicator system above. Nonetheless, someone will surely call for this data, and it should be organized so that it can be kept in as painless a manner as possible.
- d. Rationalization of the personnel system. Position descriptions, qualifications and pay scales should be established. A decision will have to be made as to whether HACHO is a long-term or a short-term employer. This will depend on the outcome of negotiations on HACHO status as discussed under 1. Institutional Changes.

If HACHO is a short-term employer because * of a policy to rotate personnel in and out

* of its status or because

(e.g., the Peace Corps' practice), a formal promotion system may not be necessary. Other incentives may be used, such as bonuses or certificates of meritorious performance.

The most difficult problem is that while HACHO pay scales are considered attractive, some employees (51 out of a total of 206 in May 1972) received at least a partial salary from their home Ministries, and hence, different people doing the same job are paid at different rates. To raise all to the two salary scale total might pose a grave budget problem for HACHO, and to ask some personnel to accept a cut (taken from the HACHO portion of their total salary) would cause morale problems.

As an approach, HACHO might consider a general meeting of their employees to discuss these inequities. If a resolution evolves out of this meeting, the GOH should be requested to deposit their salary contributions into an account (the special account discussed under section F (a. 1. iv.) above to be attributed to the HACHO payroll.

3. Program changes.

It is generally accepted that clinical services will have to be limited. To serve all who need them would be an impossible budget and time burden, as well as a distraction from the major community development purpose of the project. There are inherently self-limiting features of HACHO's clinical services, e.g., the doctors' time, the road net restricting the numbers of mobile clinics.

How Rural service requirement for doctors?

Beyond this, there can and should be a planned and deliberate limit adopted. This can be done through traditional manpower or budget control measures, but it is not now possible to say which is the most appropriate.

Certain HACHO units have not reached their logistical limit (e.g., Terre Neuve) due to a restricted road net, and all have the possibility of extending the spatial limit of their clinical services through additional road improvement.

It is recommended that HACHO

- a. Be tasked with developing its own system of limiting clinical services subject to review and consultation with an AID designated project officer. Projects involving engineering and construction, potable water supply, irrigation, and road improvements are among those most

desired by Community Councils. HACHO is at present least able to offer technical assistance in these fields because of lack of personnel.

Engineering skills in HACHO, and possibly in Haiti in general, are less well-developed than professional and sub-professional skills in health and agriculture. To remedy this for current needs and for a probable increase in future demand, HACHO should

- b. Increase the number and capability of its engineering and construction staff at the expense, if necessary, of cutting down on positions in other fields.
- c. Select the most resourceful and most apt of its employees in construction, agriculture, and CD work for the participant training in rural engineering projected in the inputs section of this report, and
- d. *Good* Arrange for in-country training in the same field by GON services or international organizations. Training for new employees, in-service training, and training for community leaders and other unpaid HACHO collaborators has occurred since the beginning of the project.

← What is required now is

- e. An analysis of past training and an estimate of its utility, and
- f. A planned and programmed training schedule for the various categories, ^{and} levels of HACHO personnel and community leaders. Training should be broadly interpreted to include seminars and field trips to projects outside of the HACHO area.

LOGICAL FRAMEWORK MATRIX

PROP WORKSHEET

Narrative Summary	Objectively Verifiable Indicators
<p>to the general standard of living and productive capacity of rural Haitians in the least developed areas of the N.W., Artibonite Departments of Haiti.</p>	<p>Measuring family income, use of industrial products and protein consumption within the HACHO area and comparable areas outside the HACHO area.</p>
<p>Purpose</p> <p>To organize at least 3 Community Councils/ Section Rurale in the HACHO area (about 62 Community Councils for 62 Sections) so as to enroll or influence an organized fashion about 20% of the population; to establish and maintain a viable CD organization and process.</p>	<p>A viable CD organization and process is defined as a Community Council which</p> <p>A. <i>has a dues paying membership of 100% of the population</i> carries out one "social" and one "economic" project per year</p> <p>B. regularly collects dues, etc. for community sanctioned purpose</p> <p>C. is a member of a larger Coordinating Committee of Community Councils</p>
<p>1975</p> <p>to function as a recognized national rural development authority/ organization composed of:</p> <p>Field units</p> <p>Regional field support and coordination office</p> <p>Office</p> <p>Advisory Council to assist the office and capable of:</p> <p>Independence from AID support and technical assistance</p> <p>Receiving support from GOH, international organizations, private sector, etc.</p>	<p>a. 5 fully staffed units operating by the end of FY 73</p> <p>b. completely functioning by the end of FY 73.</p> <p>c. operating in a systematic manner by the end of FY 73</p> <p>d. formed and operating by the end of FY 73</p> <p>e. decreasing AID support to no funds and no tech. assistance by FY 73</p> <p>f. a decreasing % of budget from AID sources leading to no AID funds by FY 78</p>

LOGICAL FRAMEWORK MATRIX

PROP WORKSHEET

Means of Verification	Important Assumptions
<p>base line survey to be performed in '73 and comparison surveys to be performed in FY 76 & 78.</p>	<ul style="list-style-type: none"> (1) HACHO will be the single most important organized development attempt in this area over the next 3-5 years. (2) A measurable change in economic status, e.g. per capita income, can be projected so that the effect of HACHO can be identified apart from general condition changes.
<p>CHO Records and Reports. Community council membership roles give data on population involved;</p>	<ul style="list-style-type: none"> (1) A Community Council which performs as described has developed habits of work and an organization which is self-sustaining. (2) There is a "critical mass" element in working with 20% of the population of the communities sufficient to cause other communities to emulate them. (3) All projects and activities have an important community input and an increasing proportion of input so that "unimpacted" communities recognize that extra-community aid is not the most significant factor.
<p>HACHO records and reports, on site observation " " " report and program documents report and program documents</p>	<ul style="list-style-type: none"> (1) HACHO functioning and as defined and by the projected schedule will be capable of organizing support and guiding the CO program described in the purpose. (2) An Advisory Council will insure interest, support and coordination of HACHO work with other concerned organizations. (3) An Advisory Council can provide bottom-up communication to Port-au-Prince planners and policy makers and this is a proper role for a regional development organization.

LOGICAL FRAMEWORK MATRIX

PROP WORKSHEET

Narrative Summary	Objectively Verifiable Indicators
<p>Inputs</p> <p>ProAg covering contract services and other costs (operational budget costs).</p> <p>Establishment, by agreement with the GOH, of an operational budget account.</p> <p>Contract services (through CARE) for personnel, commodities support, and participant training.</p> <p>Consulting and survey services.</p>	<p>Basic agreement negotiated in FY 72, extensions through FY 77.</p> <p>Negotiated in FY 73, extensions through FY 75 (last year of AID contribution to operational budget).</p> <p>Contract/Grant agreement through FY 77.</p> <p>Scheduled and monitored from FY 73 through FY 78.</p>
	<p style="text-align: right;"><i>BEST AVAILABLE COPY</i></p>

LOGICAL FRAMEWORK MATRIX

PROP WORKSHEET

Means of Verification	Important Assumptions
<p>Verification of the arrival of the scheduled personnel, the return of the scheduled participants. Monitoring, through HACHO activity and fiscal reports, the arrival of commodities and local budget expenditures.</p> <p>Verification of provision of services on schedule.</p> <p>ID program and fiscal documents.</p>	<ol style="list-style-type: none">(1) Future year availability of inputs.(2) CARE's continued interest in assisting HACHO under the new terms and conditions.

SCHEMA - Demographic Base
of HACHO Activities in Gros Norne

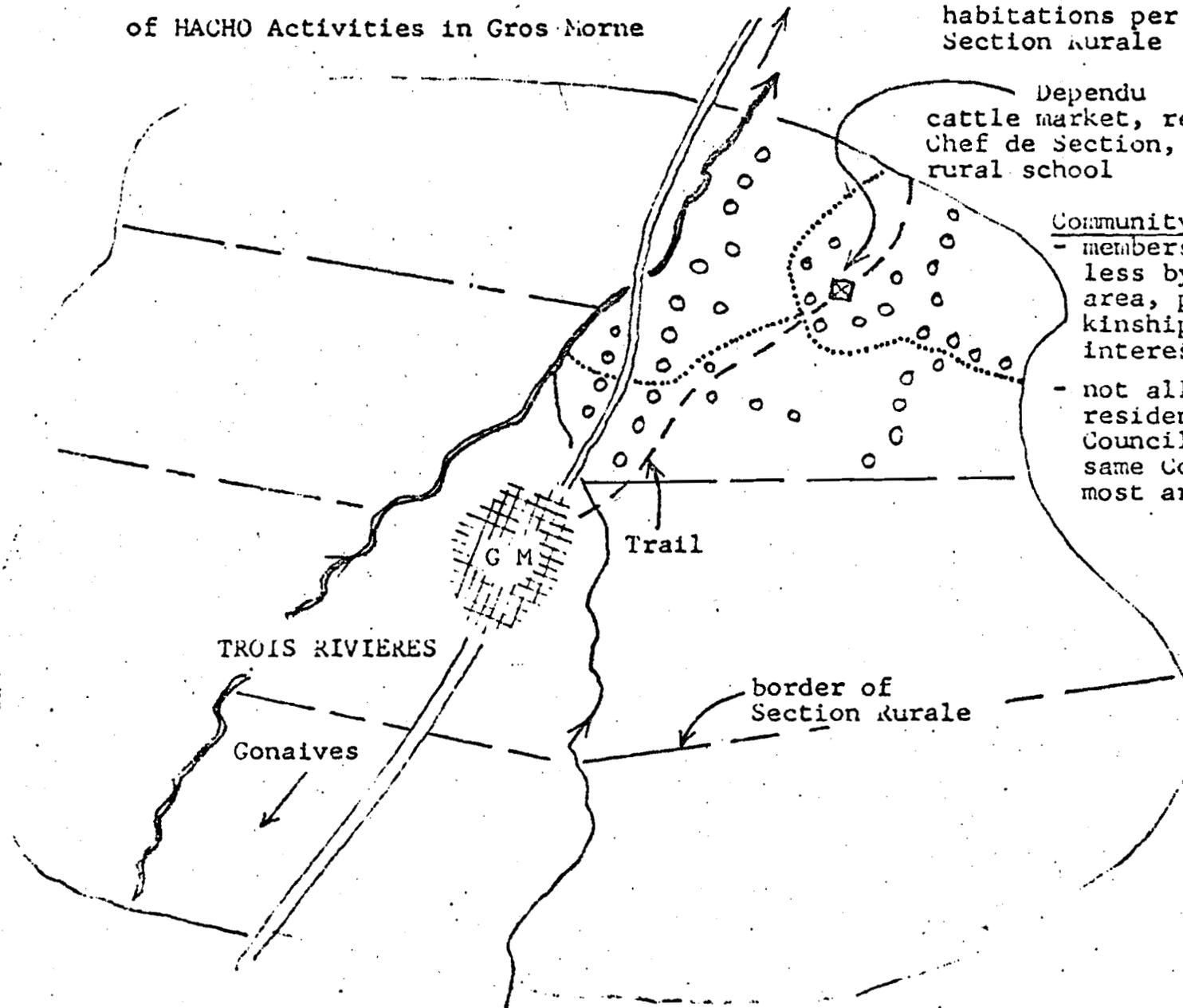
Port-de-Paix about 40
habitations per
Section rurale

Dependu
cattle market, residence of
Chef de Section, church,
rural school

Community Councils

- membership more or
less by geographic
area, possibly by
kinship, or other
interest lines.

- not all habitation
residents are in a
Council, or in the
same Council, but
most are.



ILLUSTRATIVE
TABLE OF SUPPORT BUDGET
HACHO BUDGET
(in 000's)

<u>Year (FY)</u>	<u>Total</u>	<u>AID</u>	<u>GOH</u>	<u>Other</u>
1972	650	620	30	--

1973	750	650	100	--
1974	750	550	150	50
1975	750	400	250	100
1976	750	200	350	200
1977	750	100	400	250
1978	750	--	450	300
TOTALS	(5,150)	(2,520)	(1,730)	(900)
	<u>4,500</u>	<u>1,900</u>	<u>1,700</u>	FY 72-78 <u>900</u> FY 73-78

(Cost Figures in 000's)

	No.	Man Mos.	Cost	Source			Remarks
				AID	GDH	Other	
Tech. Assistance ops. personnel			26.8	26.8			Includes salary, benefits & inter- national travel.
1. Administrator	1	12					
Asst. Administrator	1	12					
Field Ops. Adv. CD Advisor Admin. & Fin. Adv.							
2. Survey Personnel							
3. Short-term Consultants							
Participant Trg. rural engineering" D family Planning							
Commodities drugs, med. supplies, equip. vehicles & spare parts misc. equipment	2		90.0 6.8	90.0 6.8	la		
ST			123.6				
CARE - Admin Recovery \$ value as a % of 1-3 above			54.5 44%	54.5 44%			
TOTAL "\$" COST			178.1	178.1			
ops. support costs (locally procured)							
salaries & adjustments welfare benefits local travel			238.0 .6 22.6	208.0 .5 22.6	30.0 lb		
i. per diem ii. travel costs			(22.6)				
rents & utilities administration			4.7 11.4	4.7 11.4	lc		Includes patient support costs
transportation			55.5	55.5			
i. PQ ii. maintenance iii. insurance			(54.0) (1.5)				
local purchase support items local purchase projects			8.4 132.0	8.4 132.0			
TOTAL "Gourdes" cost in \$			473.2	443.2	30.0 lb		
GRAND TOTAL			651.3	621.3	30.0		

Supplies of medicines and drugs provided in the past amounted to \$1,000/mo. on occasion.
 Admin. by CANC personnel, in principle GDH contribution \$44,575.00.
 Service given for rental and utilities of Port-au-Prince and Gonaives offices - est.
 \$100 - \$120/month.

ILLUSTRATIVE HACHO FY 73 BUDGET ^{1a}
(provisional)

(Cost Figures in 000's)

	No.	Man Mos.	Cost	Source			Remarks
				AID	GOH	Other	
Assistance personnel			40.0	40.0			
Administrator	1	12					
Asst. Administrator	1	12					
Field Ops. Adv.	1	12					
CO Advisor							
Admin. & Fin. Adv.							
Survey Personnel	1	12	15.0	15.0			
Short-term Consultants	1	1	2.0	2.0			
Participant Trg. "Local engineering"			<u>4.0</u>	<u>4.0</u>			
Family Planning	3	3	(3.0)				
	1	1	(1.0)				
Commodities			<u>100.0</u>	<u>100.0</u>			
Drugs, med. supplies, equip.			(90.0)				
Vehicles & spareparts			(7.0)				
Spec. equipment			(3.0)				
ST			161.0				
CARE - Admin Recovery \$ value			71.0	71.0			
as a % of 1-3 above			44%	44%			
TOTAL "\$" COST			<u>232.0</u>	<u>232.0</u>			
Other support costs (locally procured)							
Salaries & adjustments			267.0	168.0	99.0		
Welfare benefits			1.0		1.0		
Local travel			<u>25.0</u>	<u>25.0</u>			
i. per diem			(25.0)	(25.0)			
ii. travel costs							
Rents & utilities			5.0	5.0			
Administration							
Transportation			<u>60.0</u>	<u>60.0</u>			
i. PQL							
ii. maintenance							
iii. insurance							
Local purchase support items			10.0	10.0			
Local purchase projects			<u>150.0</u>	<u>150.0</u>			
TOTAL							
" Gourdes" cost in \$			518.0	418.0	100.0		
GRAND TOTAL			750.0	650.0	100.0		

CARE considers their FY 73 budget as an in-house document. This budget was prepared by the evaluator on the assumption of AID initiated and projected inputs (participant training, base line survey, the arrival of additional planned personnel) and a regular operations budget ("local currency") maintained at about the same level as projected for FY 72.

HACHO Demographic and Community Organization Table

ANNEX A 3

Unit	Communes served by the unit	Nos. of Sections Rurales Served	Nos. of Community Councils		Population Target @ 20% of Total	No. Ha (S.
			Now	Future (FY 77)		
Jean Rabel	Bombardopolis	3	8	9 ^{va}	2,500	1
	Jean Rabel	7	65	65	11,400	5
	Mole St. Nicolas	3	8	9 ^{va}	2,700	1
	Baie de Henne	4	12	12	1,500	
		17	93	96	18,100	9
Anse Rouge	Anse Rouge	2		6 ^{va}	3,000	1
		2		6 ^{va}	3,000	1
Terre Neuve	Terre Neuve Gonaives	3	17	20	3,000	1
		1 (out of 6)	1	5	2,000	
		4	18	25	5,000	17
Gros Morne	Gros Morne	8	19	24 ^{va}	15,000	40
	Pilate	8	24	24 ^{va}	6,000	37
	Bassin Bleu	3		9 ^{va}	6,000	16
	Gonaives	1 (out of 6) plus 1 habitation	2	4	1,700	6
		20	45	61	28,700	1,03
St. Michel	St. Michel	8		24 ^{va}	14,000	70
	Marmelade	3		9 ^{va}	1,800	10
	Ennery	4		12 ^{va}	2,300	20
	St. Raphael	4		12 ^{va}	5,000	17
		19		61	23,100	1,20
TOTAL - ALL UNITS		62	175 ^d	248	77,900	3,50

^{va} pro forma target of 3 Councils per Section Rurale. ^{vc} Magistrat's census
^{vb} HACHO census figures. ^{vd} source: CARE Eval is not the total.

THE HACHO AREA (SETTING)

The term HACHO Area has been used in the past without much definition. It is worthwhile defining it to set some necessary limits, to understand what HACHO's operations can accomplish, and to measure that accomplishment.

Gross Geographic Limits

HACHO works in many fields and should continue to do so to achieve its purpose of stimulating self-sustaining community development. The danger of scattering attention because of this can be counteracted by accepting geographic limitations.

It also makes sense if an approach other than HACHO's is tried, on an experimental basis, in another part of the country. This would permit a comparison and testing of different CD or rural development techniques.

It is proposed that the HACHO area be limited to that part of Haiti which is north of the Artibonite River and outside of the "urbanized" areas surrounding Gonaives, Port-de-Paix and Cap-Haitien. It should also exclude those areas within the boundary which are serviced by ODVA (Organisme de Developpement de la Vallée de l'Artibonite).

This part of Haiti contains about half of Haiti's land mass and somewhat less than half of its total population - perhaps 1,800,000 people (1969 figures), or 1,700,000 if we exclude the population of the major towns (1971 figures). It has the poorest land and people and the fewest towns per unit of land area. It is most lacking in government services and land communication routes, and its economy is based on subsistence farming. The man-to-land ratio is such that emigration out of the area or labor-intensive industrial employment seems the only way to restore land to productivity.

Factors Governing the Expansion of HACHO*

Within these geographic limits with its population of 1,700,000, HACHO now is capable of serving 390,000 persons (Annex A, Table). The deployment of the existing five units is in the northwest quarter of the area, and if HACHO is to serve the remainder of the area, it must either establish new units or expand in a different manner. Budgetary restraints, even the ambitious projected \$750,000/year, are likely to continue and the cost of medical services is high.

Because of this and to develop its role as a regional development organization, HACHO will have to

*within its area.

to inventory the private and public development activities in the northeastern and eastern parts of the area. Through provision of technical assistance, minimal seed capital and above all, coordination, liaison and planning, IACHO can extend its services with relatively little extra cost.

Administrative and Community Organization Table

Population Data

Nos. of Sections Rurales Served	Nos. of Community Councils		Population Target @ 20% of Total	Nos. of Habitations (S.N.E.M. figures, 1971 unless foot-noted)	Total Population
	Now	Future (FY 77)			
3	8	9 ^a	2,500	127	11,501
7	65	65	11,400	521	56,942
3	8	9 ^a	2,700	187	14,441
4	12	12	1,500	94	7,347
17	93	95	18,100	994	90,014
2		6 ^a	3,000	105	14,251
2		6 ^a	3,000	105	14,253
3	17	20	3,000	128 ^b	15,245 ^b
1 (out of 6)	1	5	2,000	50	10,200
4	18	25	5,000	178	20,446
8	19	24 ^a	15,000	405	71,252
8	24	24 ^a	6,000	370	29,321
3		9 ^a	6,000	169	29,320
1 (out of 6) plus 1 habitation	2	4	1,700	66	5,333
20	45	61	23,700	1,010	141,161
8		24 ^a	14,000	703	71,805
3		9 ^a	1,800	104	8,801
4		12 ^a	2,300	262	11,717
4		12 ^a	5,000	170	24,570
19		61	23,100	1,239	70,892
62	125 ^d	248	77,900	3,520	311,170

^a based on target of 3 Councils per Section Rurale.
^b based on 1971 census figures.

^c Registrar's census figures.
^d source: CARE Evaluation Report. This figure is not the total of the 217 Councils.