

Comprehensive Strategic Plan

Democratic and Participatory Development in San Juan

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HUD	U.S. Department of Housing and Urban Development
IOM	International Organisation for Migrations
UPN	National Pedagogic University
URACCAN	University of the Autonomous Regions of the Caribbean and Nicaraguan Coast

Introduction

Ever since the impact of hurricane Mitch in 1998 the international community has canalised a great amount of financial and technical aid to the Central American countries more affected. Honduras is one of these countries, and a lot of this help has gone to the housing sector as well as for infrastructure, such as bridges, roads, sanitation, and water supply.

At this moment, that almost all of the housing projects are on their finishing stage, a lot of emphasis is given to elaborate development plans for the new human settlements or displaced groups. The philosophy for making such plans is based on strategic and participatory planning, directed to help communities build and sustain their own development.

In the case of project IOM-HUD, the U.S. Department of Housing and Urban Development has some specific amount of financial aid destined to the development subject. The philosophy applied to make such plans is that of empowerment zone and enterprise community in order to achieve a Sustained Strategic Planning.

During a visit of a HUD delegation to Honduras, they themselves chose three communities to work with: Valle de Amarateca, in the department of Francisco Morazan; Rivera Hernández and Chamelecon, in the department of Cortes; and San Juan, in the department of Atlántida. Valle de Amarateca was chosen because this is the site where most of the displaced population of Tegucigalpa (the capital city of Honduras) will be moved in the near future; Rivera Hernández and Chamelecon, because not only were they affected during the hurricane but also because this is a vulnerable population that is always affected by floods during the rainy season since they are located along the river; and the community of San Juan was chosen because they had the initiative to approach HUD asking for help to improve their community.

Problem Definition

IOM made a work matrix stating general phases, objectives, goals, actions and indicators for preparing, defining and executing the plan. Due to financial matters and time limitations this matrix is not been applied at its best and some other strategies needed to be implemented in order to meet the goals stated on this matrix. As time goes by it is more and more evident that community of San Juan needs an specific plan and approach since they are different in cultural background, size of the population, and language, this has also led to some changes in the approach to this community. This is in fact a more vulnerable community from a legal and cultural perspective, and needs training in more specific matters such as land tenure and ethnic groups.

Motivation for the Choice of Study

The strategic comprehensive plan that project IOM-HUD is executing at the moment involves four different communities located in three departments in Honduras.

During the process of implementation of the project it became obvious that one of the communities, the community of San Juan, needed special treatment.

The Garifuna community of San Juan, Tela, department of Atlántida, has its very own cultural background, with their traditional life style and customs, and also they have their own mother tongue, Garifuna. Being all of these reason enough to understand that their needs need to be met or answered in accordance to their traditional way of living. One other fact interesting to remark is that in the case of San Juan is a community made up of only one settlement, unlike the other two communities, which are made of 17-19 different small settlements.

Method of Study

This report is an analysis of the work plan generated and carried out by the International Organisation for Migrations to elaborate three development plans that meet the requirements stated by the donor. The documents and information available at the moment are the work matrix of the project, the curricular design of the graduate course for Community Managers, terms of reference for the land study, the technical profiles of the case communities, and the contact made with the people from the communities. Gathering all the information available about San Juan and its background, and the work plan designed by IOM the aim of this analysis is to adapt the general work matrix to be suitable for the specific case of this Garifuna community and also identify situations that may not contribute to the success of the project.

During the time of the course, this information will also be adapted to the themes of the lectures, analysing deeper the role of actors and strategies proposed in the project and adapting the design of the project to suit the specific needs of this community

Honduras



Figure 1: Map of Honduras

General facts

Location:	Central America, bordering with the Caribbean Sea, Guatemala, Nicaragua, the North Pacific Ocean, El Salvador and Nicaragua.
Area:	112,090 km ²
Population:	5,605,193 (July 1996, est.)
Population growth rate:	2.6% (1996 est.)
Urban population:	40%
Rural population:	60%
Languages:	Spanish, Indian dialects
Religion:	Roman Catholic (97%), Protestant minority
Ethnic divisions:	Mestizo (mixed Indian and European) 90% Indian 7%, black 2%, white 1%
Capital:	Tegucigalpa
GDP per capita:	\$2,400 (1998 est.)
GDP annual average:	\$14.4 billions (1998 est.)
GDP-composition by sector:	
agriculture	20%
industry	19%
services	61%
Inflation rate:	9.6%
External debt:	\$4.1 billion (1995)

Source: *Honduras en cifras (Honduras in numbers)*

Honduras and the Hurricane Mitch

The catastrophe at national level, originated by hurricane Mitch, has left in evidence the limitations of the Honduran State to face emergency situations. The destructive effects of hurricane Mitch exceeded any institutional capacity of the State, demonstrating that it does not have the structures, nor the organization to face any type of catastrophe, even those of less magnitude.

The Honduran State has been target of several attempts of modernization and reform; today the necessity of a reframing exists before the challenges facing the reconstruction and the transformation of the country. Subjects like the institutional efficiency, transparency in the handling of the external cooperation and commitments, the reinforcement of decentralization of the state and the citizen's participation, the necessity to reconsider the planning role of the state, and the reinforcement and advance of the process of democratic construction, are added to the need to formulate a project of a country, that counts on the dynamic participation of the civil society and as well as the state.

Prior to hurricane Mitch, Honduras had been pursuing a moderate economic reform program, but the hurricane left approximately US\$3 billion in damages being the agricultural sector the most affected, which is the one responsible for the majority of export. Significant international aid has attempted to stabilize the country and a substantial debt relief has been offered, although additional financing will be needed to restore to economy to its pre-Mitch level.

Department of Atlántida-Garífunas

The department of Atlántida is located in the north coast of Honduras, La Ceiba being the head city. Land use is mostly for agricultural purposes, producing pineapples, citrus and bananas. The Standard Fruit Company manages most of this production. The department has two main harbours, the harbour of Tela, and the harbour of La Ceiba.

General facts

Area:	4,372 km ²
Population:	366,176
Population density:	83.3 person/km ²
Literacy:	84.6%
Income per capita in US\$:	859

Source: *Informe sobre desarrollo humano (Human development report)*

Health

At present time the department has three (3) major hospitals, twelve (12) health clinics with a doctor, and thirty-five (35) health clinics with nurse.

Basic Services

As for basic services, 92% of the population has access to drinking water, 63.8% have toilets, and 84.7% has electricity.

Education

There are 705 schools, 2,689 teachers, and one regional university.

Housing

Constructing materials available and used in this area are: bricks, stone, concrete blocks (77.2%), adobe (2.9%), timber (11.6%), bahareque (7.8%), and waste or recovered material (0.5%). As for housing the situation is as follows:

75% of all houses are owned, or private.

1.3% are still being paid.

14% are rented.

9.2% are given or donated.

Income

Economically active population (PEA) consists of 121,904 persons; the average monthly income per home is Lps.3,471 (US\$225.00); the average income per capita is Lps.2,087 (US\$134.00); total number of houses 65,386; and the number of people per house is 5.6.

Garífunas

Garífunas is a unique ethnic-cultural group in Honduras. They are descendants of slaves who were mixed with the Caribbean Indians who gave refuge to them in Saint Vincent. Later they were taken out from Saint Vincent (an island in the Caribbean Sea) by the British, and left in the Bay Islands, in Honduras. From there they have spread through out the Honduran coastline, Belize, Nicaragua and Costa Rica.

The Garífunas adopted the Caribbean language but maintained their African traditions. Their mother tongue is Garífuna although they receive their education in Spanish. The community in Honduras is located in the islands off the coast and the North zone, area that suffered serious damages of the hurricane Mitch.

At present time they represent around 2% of the total Honduran population. On November last year they, as an organised ethnic group, finished their Master Plan for the Development of the Afro-American Community, which focuses on having the right for a bilingual education, access to health services, communication, and establishing a legal framework for land tenure that allows them to have a community ownership.

Garífuna Community of San Juan

General Background of San Juan

San Juan is located in the department of Atlántida, under the jurisdiction of Tela's municipality. It borders with the city of Tela, the Caribbean Sea and the Laguna de los Micos-a natural reserve area. At the moment they legally own 62 has of land.

Garífunas started inhabiting San Juan in 1902. Through time they have dedicated themselves to agricultural activities such as fishing. Another important source of employment was the railroad company based in the city of Tela. One of the most important activities to be developed in this area is tourism or better yet ecotourism considering they are a live culture that needs to be preserved.

At present time they face two major threats, one of it is that they are located along the Caribbean coastline, being this sites suitable for the tourist development projects that would involve construction of hotels and resorts by international investors; and the other one the coconut palm trees disease (amarillamiento letal del coco-lethal yellowing of the coconut tree) which mostly endangers their primary source of food.

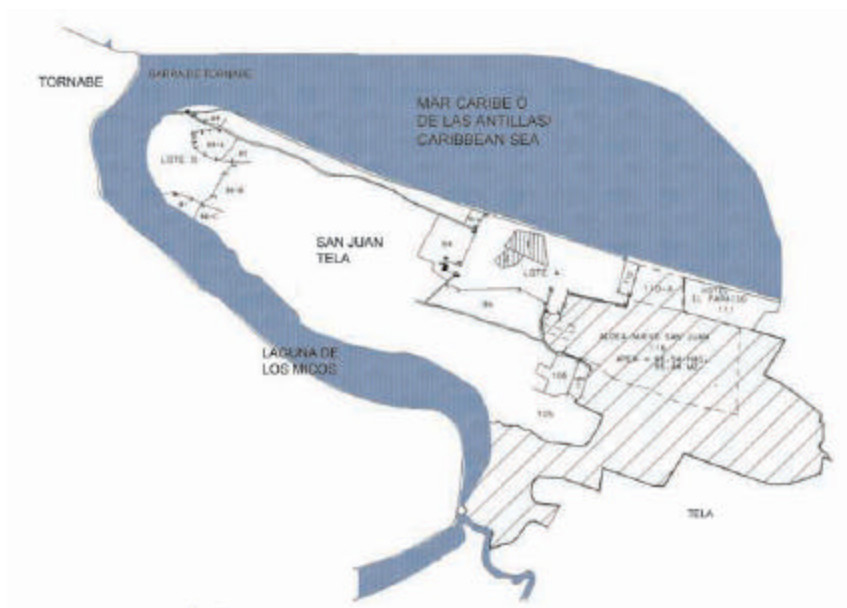


Figure 2: map of San Juan

Source: Instituto Nacional Agrario (Agrarian National Institution)

General Facts

Area: 62 Has
Population: 4,200

Health

Traditionally diseases are treated using herbs prescribed by a Buyei. At this moment the community has one health clinic that works with one nurse.

Basic services

As for basic services, 453 families have access to drinking water, 225 houses have toilettes, 201 have latrines; 410 houses have electricity. There is no treatment or service for the disposal of solid waste. There is one communication centre with two telephone cabins for the whole community.

Education

The first school of San Juan started functioning in 1940. Nowadays they have one primary school, one kinder, and one pre-kinder. There are 352 students in the school with 12 teachers; in kinder and pre-kinder there are 90 kids with three teachers.

Economy

In the beginning most men were employed in the port and in banana producing company, while women performed agricultural activities. Fishing was also an important economic activity. Nowadays agriculture and fishing are still the major activities. And some people work in the formal sector of the economy having regular jobs in Tela. Great share of their income comes from relatives that migrated to the United States of America.

Housing

There are approximately 614 houses in San Juan. 83% of them are inhabited and 17% are empty or abandoned in some cases. The traditional building materials are: caña brava (thin sugar cane-like sticks), manacas (palm tree leaves), bejucos (round and rustic timber), mangle timber. At present the material used are: brick, concrete blocks, fibre-cement, and timber for roofing structure.

Community Based Organisations

San Juan has the following community based organisations established:

- Patronato (patronage)-community legal representatives
- Parents' society
- Cooperative

- Dance clubs
- Soccer club
- Youth organisation
- HIV-AIDS self-support group
- Breast-feeding mothers group
- Black women's organisation

Source: - *Community Diagnosis* (report to be presented by the community managers in the final paper of the graduate course)

Democratic and Participatory Development in San Juan

Project IOM-HUD

IOM-International Organisation for Migrations financed by HUD-U.S. Department of Housing and Urban Development co-ordinates actions to develop the program of Democratic and Participatory Development.

The main goal of this program is to elaborate a comprehensive strategic plan for community development that should be later implemented and supervised by the community.

Specific goals include:

- 1 Identification of target population
- 2 Identification of priorities and necessities
- 3 Capacity building for target population within the communities
- 4 Processing of a strategic plan to be implemented in the future

Work Matrix

The work matrix to carry out the project includes three phases: preparation, definition and execution. Each one of these phases includes: general objective; specific objectives; goals; expected results; activities; indicators; means for verification; necessary resources; and a timeline or chronogram. All of these are general for the three case communities.

Final Output

To achieve the main goal of producing the comprehensive strategic plan, two main processes need to be integrated:

- 1 1. Capacity building through the graduate course for Community Managers
- 2 2. Land study of the area (made by land management and geography professionals) transferred to the community

Simultaneous to this process, social workers guide this target population in identifying their strengths, weaknesses, opportunities and threats; and also in the gathering of information.

Once the community has these tools on their hands the process of designing the strategic plan begins.

Comprehensive Strategic Plan

Description

The main product of project IOM-HUD is a comprehensive strategic plan for the sustainable development of the three target communities. These plans must include the following elements:

- Vision and values
- Community assessment
- Assessment of problems and opportunities
- Resource analysis
- Goals
- Implementation plan
 - Projects and programs
 - Developable sites plans
 - Governance plans
- Strategic planning process documentation
- Documentation of commitments

Since this project is carried out under the philosophy of empowerment of zone and enterprise community the process should be inclusive and participatory; structured to the task; collaborative; holistic; and created for accountability.

Components

The plan has three major components:

- 1 Physical development. Infrastructure projects such as construction of schools, health centre, solid waste disposal and management, water supply, sanitation, cleaning and management of creeks, as well as improving access roads.
- 2 Community development. Reinforcement of community based organisations and/or community leaders through capacity building. This should also include the integration of these organisations so that they work together towards common goals.
- 3 Disaster prevention and management. Considering the vast impact hurricane Mitch had in Honduran territory and the fact that the country is still managing to achieve its reconstruction a great emphasis has to be made to prevent similar situations. This subject includes tasks such as identifying community's vulnerabilities, risk mapping, and training on safe and resistant constructions.

Capacity Building

The general idea of the project is that the community should be the one to come up with their own development plan, for this task to be accomplished a target population was chosen by the community. Capacity building is made on the following subjects:

- Disaster management and prevention
- Community organisation
- Participation
- Participatory investigation and analysis
- Credit, micro-enterprises, community banks, and rural cashiers
- Urban and physical planning
- Safe construction

Project IOM-HUD

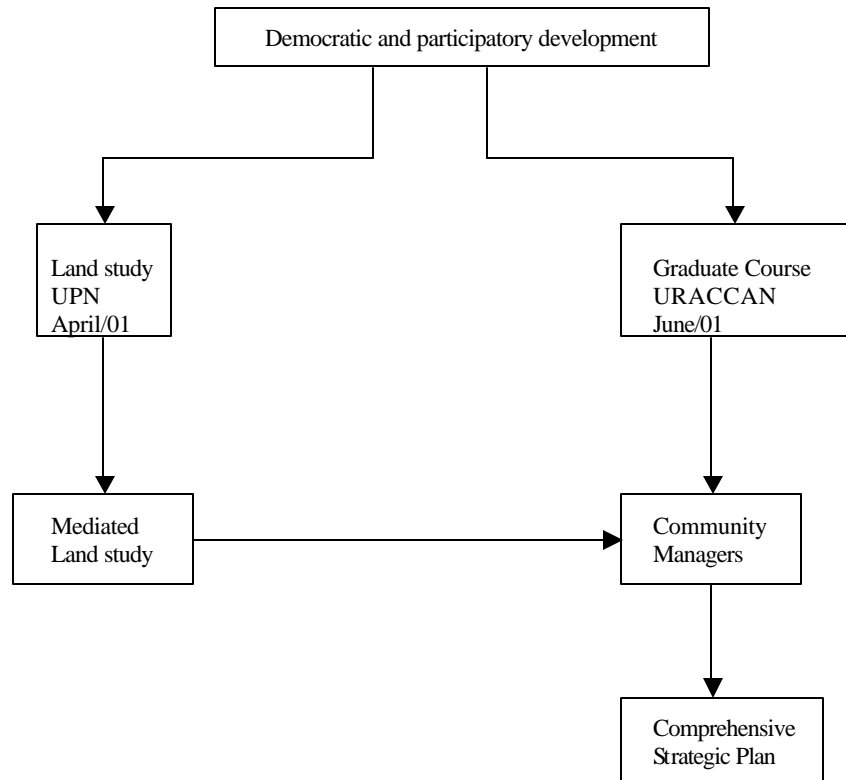


Figure 3: Workflow diagram.

A description and analysis of the strategies, actors and design for the project follows. Since the project is still being implemented the following comments refer to what has happened until this moment, some of the problems that arouse and the changes that had to be made in order to reach the goals stated by the donor entity. It is important to mention that at this moment IOM office has two main documents to guide their work, one of them is the work statement given by the donor and the other one the work matrix which represents the design of the project. Project IOM-HUD itself is a process that ends with the processing of a document that would include a number of different projects that would need to be implemented in the future. The community would be trained to do this themselves, but IOM will try to identify organisations, NGO's and/or aid agencies that could be interested in developing such projects.

Strategies

The main strategies proposed by IOM, to be implemented in order to meet the requirements of the work document are the following:

- 1 To provide a land study, carried out by the UPN-Universidad Pedagógica Nacional (National Pedagogic University). This study includes a detailed description of the physical conditions of the area, the current use of the land, and the proposed used. The community itself should make the proposal.
- 2 To provide training and capacity building through the graduate course for community managers. This course is directed to community leaders and aims to reinforce community organisations, participation, urban and physical development, safe construction and disaster management and prevention.
- 3 To co-ordinate actions with municipalities.
- 4 To co-ordinate actions among ethnic organisations.
- 5 To share or transfer knowledge on the legal framework for land tenure.
- 6 To transfer information and training in the community's mother tongue, Garífuna.

Description

The land study is a tool that must be mediated and later transferred to the community managers. This tool is meant to be a diagnosis of the area and is going to be the base of the development plan. An interdisciplinary group is going to gather all the geographical, physical and socio-demographic information available on the area of study. This group, together with the community, must also map the historical situation of the community, and identify the current use of the land. The idea of this identification process is that the people get a clearer picture of their problems, vulnerabilities and future needs. Once the diagnosis is ready, the next step will be to make a proposal of the optimal use of land and possible physical expansion and/or improvements. This proposal must be based on the needs identified by the people, so before delivering the final document the proposal must be reviewed with the community in order to ensure a consensus.

The graduate course for community managers is a three-module course that aims to reinforce community organisation promote participation, safe construction, disaster management, and the creation of job generating activities. 15 community leaders of San Juan will attend this course. The final project to be presented will be a draft of what later will become their own development plan. The course starts in February this year and ends in June, completing 240 hours of training or lectures complemented with 200 hours of fieldwork. At the end of the course each of the participants will receive a diploma extended by URACCAN (University of the Autonomous Regions of the Caribbean and Nicaraguan Coast). In order to have a successful impact on the participants of San Juan, the lecturers must be Garifunas, and lecture in their mother tongue.

Co-ordination with municipalities include agreements of Cupertino and exchange of information, this will be done directly by IOM. The co-ordination with other ethnic groups and organisations is made by IOM, when these are national groups, and through the community managers when these groups are inside the community based organisations.

Analysis

According to the guidelines of the donor entity, the land study must approach a land management plan; this means it should include information such as physical aspects, socio-demographic data, a detailed description of current land use, and a proposal for future physical development and expansion. In the case of San Juan it is fundamental to map and georeference not only the boundaries of their land but also the existing constructions on it, considering they face the risk of being evicted from their land. It is necessary to generate a cadastral map that clearly states their property.

The graduate course covers four major topics but in the case of San Juan, two other important topics appeared. One of them is the scientific explanation of the coconut tree disease, a plague that killed the coconut trees that are the main source of food in this area. The other one is the legal framework of land ownership; the community needs to be trained on what the law states for community ownership of land and what their rights and threats are in this matter. They need to become familiar with the legal document that states their legal boundaries and how the law is ensuring their land security or actually threatens to give it away for tourism development.

Reaching an agreement with the municipality of Tela is yet not likely to happen since the mayor wants to develop tourism in order to create more job opportunities. The development of tourism involves private foreign investors wanting to buy Garifuna territories to build major hotels and resorts. Once again, training on legal matters becomes important, both on land tenancy, cultural heritage and ethnic groups.

Actors

The main external and local actors involved in the project for San Juan are:

- HUD, U.S. Department of Housing and Urban Development.
- IOM, International Organisation for Migration
- UPN, Universidad Pedagógica Nacional (Pedagogic National University)
- URACCAN, Universidad de las Regiones Autónomas del Caribe y Costa Nicaragüense (University of the Autonomous Regions of the Caribbean and Nicaraguan Coast)
- Community managers and Community-based organisations of San Juan.
- Municipality of Tela
- met_arks/ consultant architects

Description

HUD-donor, provided the guidelines and work statement to be followed by IOM in order to carry on the project.

IOM-Project co-ordinator, is the responsible entity for the execution of all three phases of the project as well as co-ordinating and executing pilot activities. IOM must also serve as linkage between the community and the local government authorities, open communication between the both.

UPN-is the university sub-contracted by IOM to elaborate a land study of the area that must include not only the physical factors, current situation and land use but also a proposal to optimise the use of the land and, if necessary, a physical development plan. The main role of this actor is to gather and analyse information, but they must also, as professional, guide and suggest better solutions for the needs of the community. Their work methodology has to be highly participatory.

URACCAN-is the university responsible for the Graduate course for Community Managers. Its tasks include the design of the curriculum or contents of the course, choosing the most qualified lecturers, and the provision of all learning material for the course participants.

Community managers-are the community leaders attending the graduate course and also members of different community based organisations. They act as linkage between IOM and the community-based organisations whenever a meeting or agreement is needed in order to carry out activities.

Municipality-Part of the project includes the signing of agreements between IOM and municipalities. This agreement includes the exchange of information regarding

the case community, Cupertino in the training process, and in general in order to have a plan that fits with the municipality's regulations and pre-established policies that might affect or include the specific area or community.

met_arks are the consultant architects working as counterpart of IOM with the UPN in the elaboration of the land study plan involving the final proposal for land use and physical development. Responsible for the digitalisation of maps, plans and information. Working together with IOM in the execution of pilot activities that involve design and construction processes.

Analysis

HUD office in Honduras is made of the donor representative only, who, in this case is a United States citizen. The project co-ordinator, one person in charge of the methodology and contents of the graduate course, composes IOM staff and one person specialised in community development, all of them from Nicaragua. HUD and IOM are the actors orchestrating the project carried out in San Juan, being all of them foreigners and not so familiar with the country's capacities and the community's cultural background. This situation has led them to propose activities that are not consistent with the community's needs. To avoid spending funds executing non-priority projects, the community itself proposed its own projects, signing agreements between different community based organisations explaining to the donor the reasons for making the changes.

Another downside of not being familiar with the national capacity has being the agreement made with the UPN, which at the moment is not the most qualified university to elaborate the land study plan since they do not have qualified human nor technical resources to fulfil IOM and HUD's expectations about having all the information in digital format compatible with Arcview. Nor can they design and provide a Geographical Information System that links maps and plans to databases and general information of the community's society and physical description.

As for the graduate course, the need for Garifuna lecturers has become obvious. On one hand, lecturing in Garifuna makes the course more effective and participative. On the other hand, finding qualified Garifuna lecturers is not an easy task, and URACCAN representative is in the country only during the lectures, which means there is no time set aside to choose and evaluate Garifuna lecturers that can participate in the course.

The municipality's role is not yet clear in this case, the relation between the city of Tela and the community of San Juan is not a good one, since the inhabitants of San Juan are Garifunas, and the inhabitants and the mayor of Tela is mestizo or ladino. San Juan has a community-oriented culture and Tela is not open to accept this. Having Tela a big tourist potential, its mayor is very much interested in exploiting this potential, but this involves selling Garifuna communal lands to private investors, and depriving the community from its communal land. An agreement of co-operation to develop and build capacity in San Juan is actually not in the municipality's best interests.

Design

The following paragraphs describe in detail what is stated on the work matrix, which is the design of the project as such. Since the work matrix is not being followed completely, the analysis part describes what is being carried out at the moment, so that the goals could be reached through another activities.

The main objective of the project is to contribute to the economic and social development of the community of San Juan, establishing systems of community empowerment to improve the quality of life of the target population.

The project is designed in three stages: 1. Preparation; 2. Definition; and 3. Execution, having a timeframe of 12 months, starting on October 2000.

Description

Preparation

The main objective of this phase is to create the necessary conditions and capacities defining the institutional framework of the project in the communities selected in Honduras. The specific objectives of this phase include:

- Definition of the institutional framework of action through contracts, agreements and the work document given by the donor.
- Elaboration of a planning process that orients the conception and operability of the project.
- Identification and systematisation of the information of the sectors involved in the process, as well as of the organisations and institutions that execute actions in accordance or similar to those of the project.
- Creation and assembly of the institutional platform for the operation and operability of the project in each zone.

Definition

The main objective is to define the tools and methodologies for the technical, administrative and financial support to be implemented in the areas of intervention of the project. The specific objectives of this phase are:

- To assure the processing and validation of institutional communitarian technical tools that will be used in the implementation of the project.
- To develop administrative, agile and opportune financial mechanisms that guarantees a normative framework for the good operation of the project.
- To guarantee the viability and sustainability in the formulation, management and execution of social investment projects in general and housing projects specifically in the areas of intervention of the project.
- To assure the suitable and transparent use of the financial resources making use of social audit.
- To assure technical conduction of management for the process of development of the project.
- To reinforce communitarian management capacities through techniques and instruments with a highly participatory approach.

Execution

The specific objectives of this phase are:

- Support to the communities in the elaboration of comprehensive development plans.
- Creation and development of organisational, normative, participatory and democratic qualification that allow the organisation of the communitarian organisations.
- Design and execution of a training program in areas such as accounting, communitarian management, urban planning, gender, formulation and project management, and natural disasters.
- To implement a process of social audit, incorporating the target population, institutional counterparts, and the organisms that will guide the process.
- To transfer techniques and methodologies to reinforce communitarian empowerment systems.
- Development of communitarian management processes from an intercultural vision, gender and human rights.

Analysis

Project IOM-HUD's work plan matrix proposes three stages of development: preparation, definition, and execution. Preparation, as the word says, involves all the necessary arrangements to be made in order to start implementing the project. Definition is mostly processing of documents and studies necessary to have a diagnoses both of the community and its physical setting. Once these tools are analysed, validated and consensus is reached, the comprehensive strategic plan will be proposed. Execution is the definition of the plan ready to be implemented, but in order to do so, the documents and studies done in the definition stage must be mediated and transferred to the community, so that the negotiation of projects and strategies can begin.

In reality, the preparation stage revealed that the time frame is too tight, and financial limitations also. This implied not really changing the matrix but mostly limiting staff to only the most necessary professionals. It also revealed the need of identifying qualified Garifuna professionals to have a better intercultural approach. The definition stage has changed a lot, since all the documents to be processed on

this stage are no longer going to be processed by consultants or specialised professionals but instead they are going to be processed by the community managers attending the graduate course and the university that is making the land study.

Preparation

This stage deals mostly with making all the necessary arrangements in order to start the project in the three communities, including San Juan. The project is designed for a 12 months period, although at the moment this time is too short to actually carry out all the proposed tasks. The proposed budget for the development of the project is also not enough to hire all the desired human resources necessary to deal with the different subjects of the project. In the matrix plan there are 10 qualified professionals proposed: one director, one technical co-ordinator, one assistant to the technical co-ordinator, one urban planner, one specialist on municipal organisation, one expert on community development, one community manager, one system administrator (for design and set up of data bases), one consultant for social audit, and one methodologist. Out of these ten professionals the project can only afford four for fixed periods of time. This is not really affecting the development or implementation of the project but mostly delaying some of the tasks. Three co-ordinating offices have been set up in the three locations, but only one of these has a co-ordinator. In the case of San Juan it was necessary to hire local staff so that the interaction with the community will be more direct and easy, but it is necessary to have one co-ordinator with special qualifications such as the speaking of their language, experience on community development and community organisation reinforcement (since this community has many organisations but they are not working together), and also experience with information systems or informatics in general due to the fact that there are no telephones in the area nor access to internet so the follow up is not so evident. One of the activities of this phase is to process a socio-economical diagnosis of the community creating a data base with sociodemographic information of the area, but this task has been transferred to the people attending the graduate course as part of their final work. This is good for the community managers so that they are familiar with the facts of their community but it would also be useful for the people who co-ordinate the project so that they also know more about who are they dealing with.

Definition

This stage involves the processing of technical documents, studies, and the identification of the consultancies needed to carry out the project. The documents and studies to be made include: technical surveys, guidelines for technical assistance, a directory of enterprises and consultants, transfer of technology plan, land use feasibility study, legal framework for land tenancy, and proposal of health, education, sanitation, and micro enterprise projects, as well as a manual for social audit. All of these documents were supposed to be done by a professional specialised in the specific areas. Once the documents and studies were ready they had to be mediated and transferred to the community, but since the budget was not enough, IOM office decided to implement the graduate course and make the agreement with the national pedagogic university to process the land study. With this decision there's no need for any more qualified professionals to join the staff of IOM and the community managers guided by IOM staff and URACCAN lecturers will elaborate the documents. The land study, on the other hand, still needs to be mediated and transferred to the community.

Execution

This is the last stage, by this time the Comprehensive Strategic Plan must be processed and ready to be implemented. In order to do so community organisation must be reinforced and/or created if needed in order to implement whatever is stated on the plan. The training during this phase will be focused on social audit, financial aspects and transparency. This stage begins once the graduate course finishes, the community managers have processed the strategic plan and it has been revised and validated in order to implement it.

Conclusions and Recommendations

Given the donor's guidelines and work statement, IOM proceeded to design, based on the logical framework approach, a planning matrix stating the three continuous stages of the project.

Due to time and financial considerations some of the activities stated on the planning matrix had to be re-formulated.

In order to meet the expected results stated on the planning matrix in accordance to financial limitations the graduate course is to process most of the documents including the final comprehensive strategic plan.

The work matrix is designed for a project involving qualified professionals on different fields, and consultants to do specific studies. The actual development of the project aims to build capacity inside the community to avoid the need of such professionals. This is all realistic and proven, there are experiences of such kind that have had very good results, but this is a different approach and requires a different design that fits with the financial availability.

In this case a great percentage of the funds should go to training, capacity building, and supervision/follow up available locally.

Implementing a graduate course to train community leaders, is actually a better solution for processing the developing plan for the community by the community itself, except there is always the need for a supervisor in the area to do the follow up, as well as to avoid having too many expenses on travel allowances.

This decision also avoids the mediation process of documents, since the community managers will be the ones producing these documents.

Although the task of mediating documents for the community is achieved with the graduate course for community managers, the mediation of cultural information for the donor and co-ordinating staff is still missing in the process. It is not only important and necessary that the donating and co-ordinating entity have access to social and demographic information of the community but it is also crucial that they are familiar with the community's cultural background in order to guide a process that does not interfere with local ideologies and/or traditional customs.

When dealing with different cultural and/or ethnic groups it is also necessary that the all work teams have a good intercultural approach, respecting their colleagues' beliefs and ethnic traditions. Some situations raised concerning this matter, to avoid any more situations like those IOM will run seminaries dealing with topics such as interculturality and gender.

An important recommendation would be to re-formulate the work matrix considering the graduate course in order to define better the limited time frame and financial resources in case an extension of the project is requested. Especially considering that in this particular case a time limitation existed but financial resources for such capacity building projects were and are still available in the donors policies.

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