

**TOWARD THE ACTUATION OF  
COMPREHENSIVE SOCIO-ECONOMIC  
DEVELOPMENT AT THE LOCAL LEVEL**

**Working Paper**

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The Institute of Cultural Affairs is an intra-global research, training and demonstration group concerned with the human factor in world development. Incorporated as a not-for-profit corporation in the state of Illinois, the Institute has headquarters in Brussels, Bombay, Chicago, Hong Kong, Nairobi and Singapore. In addition, ICA offices are located in more than one hundred major cities and serve twenty-nine nations. The programs offered around the world are supported primarily through grants and contributions from private foundations, corporations, and individual donors. Direct support from governmental agencies represents a comparatively small portion of the overall budget. The Institute is staffed by two thousand full-time volunteers over half of whom are non-North American. In each of the twenty-nine countries the officers of the Board are primarily national. The purpose of ICA is to promote rapid socio-economic development on the local level. Its role in this effort is to develop methods of actuation, demonstrate their application in diverse communities, and make them available through expansion and replication. To this end, seventy-two Human Development Projects have been initiated in twenty-three nations. The state of Maharashtra in India is currently piloting a replication plan whereby a demonstration project will operate in each of its 232 counties by March 1979.

The ICA developed its methods through fifteen years of experimentation, testing and refinement in Fifth City, an urban community in Chicago. An important value held in the work from the beginning was its potential replicability. Each aspect of the method has been assessed in terms of its capability for effective operation in widely variant geo-social environments. For this purpose the Institute has, since 1968, continuously expanded the geographic scope of its work, developing in each project location an indigenous staff and a basis for demonstrations similar to Fifth City. In October, 1974, Global Social Demonstration commenced with the initiation of twenty-four projects, one in each of the twenty-four time zones around the world. This initial effort will reach fruition in June of 1978. The band of twenty-four Human Development Projects are seen as a single demonstration of socio-economic development at the local level. Community residents participate in building the plan and then serve as the catalytic agents of change. Methods for building community consensus, training local leadership and developing access to technology and resources appropriate to the project have been important factors in creating the momentum and sustaining the motivation required for rapid implementation.

The single most vital ingredient to success in local development is community wisdom. Therefore, the demonstration projects are

conceived, designed, sponsored and implemented by the local community itself, since it must rely fundamentally on its own resources and imagination for actuation. Outside resources are but tools for implementation, not ends in themselves. The primary objectives within any demonstration are economic self-sufficiency, social self-reliance and human self-confidence; anything less would eventually lead to collapse. At the inception of a project the ICA provides a staff of four and the community selects four additional people who together form the auxiliary. The project commences with a week-long planning consultation. Men and women from both the public and private sectors, representing a variety of business and professional expertise, are invited to attend the consultation at their own expense and work with the community to build the overall plan. The consultation is divided into five sessions. During Session One, the whole community describes in the broadest sense its hopes and dreams for the future. In Session Two, the participants discern the underlying contradictions which are blocking realization of the vision. Session Three focuses on articulating the overall practical proposals for dealing effectively with the contradictions. Session Four is concerned with creating the tactical systems by which the proposals can be accomplished. By Session Five, the work is drawn together into a set of actuating programs which allow the application of the tactical systems. The time during each session is used for several activities: working as teams in the field, interviewing residents, investigating resources, studying alternative possibilities, and, in community-wide plenary sessions, organizing the data according to the five-step process. At the conclusion of the consultation, the community has its textbook for development and a clear indication of the consensus of the residents. Such consensus is foundational to motivation and represents the underlying philosophy of actuation.

Five human development projects are currently operating in the U.S. as visible demonstrations of possibility for local communities. These communities, though unique, are one demonstration of methods which elicit local engagement and creativity in a corporate thrust. The five projects include Fifth City, a black urban community on the west side of Chicago; Ivy City, a black urban community near the nation's capitol in Washington, D.C.; Inyan Wakagapi, a rural Indian community on the Standing Rock Sioux Reservation in South Dakota; Delta Pace, a rural black community in the heart of the delta in Mississippi; and finally, the Marshall Islands project in the Trust Territory of the Pacific Islands.

In addition to these five, twelve new projects will be initiated in the spring of 1978. The 17 projects spread across the geography of the nation will allow any interested citizen to see, within a few hours distance, an actual demonstration of a community working together to reshape its future. The projects are socially diverse, yet representative of the cultural and ethnic backgrounds which have shaped this nation. The 12 new community sites are located in rural areas in support of the convictions that rural renewal is critical to the nation's future and that at this time the possibility of rapid change is greater in rural sections than in the cities. Based on a comprehensive rationale, the following states and types of communities have been initially targeted as project sites: farm towns in Maine, North Carolina, upstate New York, Iowa, southeast Oklahoma, and southern Illinois; mining communities in West Virginia and northern Minnesota; a lumbering town in Washington, a settled migrant town in California; a Mexican-American community in Texas; and a native-American village in Arizona.

The Actuation Phasing Plan encompasses the two year period of a human development project from initiation to completion. It gives form to, and at the same time informs, the process of rapid local change. The plan relates the three direct programmatic foundations of economic, social and human development to four crucial indirect support systems: project visibility, leadership training, technical assistance, and integrated funding. Both the direct and indirect systems are separated into five phases over the two year period. The Initiation Phase occurs during the first month and emphasizes focus on total community engagement and immediate visibility. The Expansion Phase in the second and third months focuses on the implementation of all the tactics. The Acceleration Phase, carried out in the fourth, fifth and sixth months, emphasizes the operation of all the programs. During the seventh through the twelfth months, work in the Maturation Phase concentrates on the formulation of all the community's organizations. The second full year is the Consolidation Phase, during which the community begins to share its wisdom and experience with other communities.

## Initiation -- Phase I

Phase I of the project occurs during the first month and is the initiation phase. In this phase every program is begun and several of the easiest programs are put into full operation. The primary concern is engaging everyone in the project. The paragraphs which follow describe the initiation activity which illustrates the key elements in launching a project.

### Self-Sustaining Ventures

During the first phase of economic development, self-sustaining ventures are initiated. Local residents work toward becoming agriculturally self-supporting by planting vegetable gardens around their homes or on other commonly available land. The produce serves to upgrade local nutrition and provides the basis for developing modest cash crops. At the same time one or more trucks or vans are acquired and a small transport business is started by residents to provide access to the nearest market for their garden produce and other saleable products. It also provides cartage capability back to the village. Volume buying can then be started to expand the inventory of local stores and allow for lower prices. At the same time a multi-purpose repair center is initiated which has tools and equipment essential to repair and maintain community vehicles and implements. It enables the transport service and new gardening ventures. A cooperative relationship with an interested bank in the market town is established. Residents start savings accounts in this bank to develop collateral for small business start-up loans for future use.

### Community Pre-School

In the arena of social development, the focus is placed on initiating a community pre-school. The pre-school is started almost immediately by a qualified auxiliary staff member working with several community women. Door to door visitation recruits a student body virtually overnight. An available space is occupied temporarily and classes begin. Local residents are selected as teachers and are trained in pre-school education on-the-job and through visits to other functioning pre-schools in the area. Materials, toys, and supplies are solicited as in-kind contributions from organizations and businesses in the community and from the surrounding area. An existing building is renovated to serve as a permanent school facility. Nutritious lunches are prepared by volunteer pre-school mothers, and all the students are given physical examinations. Community health is thereby immediately

upgraded and the enrollment of children in the pre-school further releases a number of parents for other work tasks in the project.

In addition to an emphasis on education, initial steps are taken to provide for the health and well-being of the community. These include securing a safe water supply by dealing with both its source and distribution; improving sewer disposal and water drainage, and instigating regular collection and disposal of refuse. At this time a survey is also undertaken to determine the skills and experience already present in the community. This information creates the data base required for the intensification of community engagement.

#### Community Center Completion

The consultation which launches a project is held in the village and is the occasion for a dramatic experience of local unity in planning for the community's future. One of the first phase priorities is the renovation of a suitable building to serve as a community center which sustains that sense of unity. The center provides a space for small group meetings and planning sessions and larger community-wide celebrations and assemblies. Residents choose an unused building, centrally located, and secure permission to renovate the building for immediate use by the project. Though other buildings such as churches or schools could be used, it is crucial to the project that there be a center which the community understands is consistently available for a variety of events. Plans are made and renovation done with community work forces. The various rooms are named and interior and exterior signs are posted to identify program space. A beautification campaign is launched and includes painting the exterior of the Center and beautifying the area around it. Much of the work of phase one costs very little because it is accomplished during workdays involving the whole community. The time and location for the workday is announced. Then whoever shows up begins the work and others gather as the work progresses. Soon community workdays are a familiar happening and people bring their own tools and even donate paint or refreshments to help out. A tremendous collegiality develops through working together and workdays end with a party often at the center where the community celebrates the accomplishments of the day.

#### Village Beautification Campaign

Project visibility is a crucial aspect of program initiation and centers around a village beautification campaign. In a single

month the villagers use their own labor and resources to dramatically improve the physical appearance of the public space. They begin by making sturdy, colorful welcome signs bearing the name of the community. These are placed at all entrances to the village. Tools and trash cans are obtained and distributed for use in the ongoing clean up of streets and other public areas. Trash is collected, and hauled away, streets and sidewalks are swept and washed, vacant lots are cleaned and leveled, and abandoned cars and appliances are removed. The appearance of public areas is improved by painting homes and fences and by creating neat stone borders for streets and yards. Minor repairs are made on sidewalks. Grass, shrubs, trees and flower beds are weeded and trimmed; additional plants, sod and trees are acquired by the truckload, distributed and planted. Vacant lots are turned into play yards, mini-parks and gardens or paved for parking. The beautification of the environment dramatizes the community's decision to redesign its public space and maintain it.

#### Total Citizen Involvement

The first phase of leadership development is focused on involving all the citizens in doing the project. As programs are initiated and the beautification campaign commences, residents of all ages can easily become engaged in implementing the plans created during the consultation. The organizational structures of the community are launched with tasks that engage many people and help establish the purpose and significance of doing the project. Representatives from each neighborhood or block meet to define the nodes, meeting places, and internal boundaries which divide the village into units called stakes. These subdivisions include every residence and business. The village beautification campaign is designed to involve every person in every stake so that the total geography of the community is covered. Groups interested in working on health, education, welfare, agriculture, industry hold their first meetings and design badges, signs and symbols which identify their particular work focus. Representative working groups from the stakes and the task groups begin to write proposals for the contribution of funds, equipment, and materials. They form, if necessary, a not-for-profit instrument to receive and account for their use of these gifts. A great "victory celebration" in which the whole community gathers to report on their accomplishments is held at the end of the first month. This first assembly following the consultation marks the first regular monthly community-wide reporting and planning session.

### Consultation Actuation Trek

The technical assistance is required early in the project phasing in order to demonstrate the possibility of the project plan's immediate implementation. A group of twenty consultants from the consultation team remain after the planning week to work with the community and resident auxiliary staff for ten days. Capitalizing on the momentum built during the consultation they work to accomplish several key tasks with a rapidity that impresses villagers and outside observers alike. Part of the team focuses on document production and tactic implementation. This includes the writing, production, and publishing of the two year plan for the project and involves articulating in great detail the model for implementing renewal. At this time budgets for each program are created. A 75 - 100 page soft cover document bearing the village symbol, name and colors on the cover is the published product. It is presented and distributed in a formal community ceremony held within ten days of the consultation conclusion. While the document is being produced the actuation team does ten to fifteen of the Phase I tactics thereby touching all arenas of community life. This is done working shoulder to shoulder with village residents on a variety of programs which include: opening the preschool with the village residents in training the day after the consultation ends; lending expertise in creating a safe water supply; soliciting the donation of basic goods and equipment such as a tractor, hybrid seed, repair tools, a truck, and preschool equipment; securing permission to use an available building for the community center; demonstrating craftsmanship in arenas such as facility renovation; and linking the village with available regional support services, such as health examination and treatment clinics.

### Rapid Visibility Projects

The initial month of the project, after the consultation, is devoted to performing highly visible activities involving the citizens in a broad range of projects which physically improve the living environment. Most funds for program activities are not required until Phase II. Certain programs which require funds, however, must begin in Phase I. These include the preschool and the community center, both of which permit an intense concentration of time and staff capitalizing on the enthusiasm of the community generated by the consultation. Funds for Phase I programs must necessarily be committed before the consultation and be in hand at the beginning of Phase I to assure continued momentum. Expenses include hand tools, garden implements, supplies

for landscaping, construction materials, special equipment and a truck for the village beautification campaign. Printing, book-keeping and record keeping supplies, some contracted services, celebration costs, food, kitchen supplies, and rent are other initial program cost items. Living expenses and stipend allotments for ICA staff who will reside in the community should be on hand before Phase I and continue throughout the two years of the project at or below the median income level of the community.

#### Phase I Objectives

The first phase of the project is to establish a community organization in the village. This organization will be responsible for the day-to-day operation of the project and will be the primary contact with the community. The organization will be a non-profit corporation and will be organized in accordance with the laws of the state of Illinois. The organization will have a board of directors and a staff of paid and volunteer workers. The organization will be responsible for the day-to-day operation of the project and will be the primary contact with the community. The organization will be a non-profit corporation and will be organized in accordance with the laws of the state of Illinois. The organization will have a board of directors and a staff of paid and volunteer workers.

## Expansion -- Phase II

Phase II includes the second and third months of the project. It is the expansion phase during which primary concern is for expanding the citizen engagement which was initiated in Phase I. This is done through tactical activities which lay the groundwork for total implementation of the programs.

### Guaranteed Markets Procurement

The economic development focus in Phase II is procuring guaranteed markets for locally made products. Studies are conducted by the auxiliary staff and villagers to target local resources, skills and facilities employable in the production of goods, and the development of services which are marketable both within and outside the project. Trips are made to nearby towns, cities and industries to secure contracts and orders so that the village industries will be profitable from the beginning. The garden experiments of the first month are expanded to include community gardens or cash crop plots where experimental seed varieties and fertilizers can demonstrate improved agriculture to local farmers. In this phase, appropriate technology is applied to cooperative cultivation, planting, purchasing and merchandising of agricultural products by local farmers or gardeners who form a guild. The establishment of meat, poultry, or fishing ventures for marketing outside the community are coordinated with the location of markets. The key to commercial development in this phase is the opening of a community store. If such a store is already in operation, means are explored to expand inventory, increase local sales and employment opportunities. Low-cost volume buying and small warehouse facilities are initiated in order to lower prices. Small business loans are obtained for the initiation of the store and other commercial enterprises. The transport business begun in Phase I now becomes a regular full service for the pick-up and delivery of materials and products, and for the transportation of residents.

### Comprehensive Health Program

The social development emphasis during the second phase is the formation of a comprehensive health program. Community health efforts are directed toward increasing vitality and well-being for the sake of local engagement in the broader life of the community. The health program begins by gathering a group of residents concerned about health issues and conducting an initial health screening for more accurate data. The health screening

is used to illuminate a particular health issue and its relationship to a broad range of health issues. It is a method for rapidly contacting all the people and identifying the extent of the community's health problems. The initial health effort is a response to the practical needs of the community, such as adequate nutrition, blood pressure control, or parasite elimination. Local health workers are trained by volunteer medical professionals and concentrate on preventive health programs. These include serving a nutritious lunch from the community kitchen to those involved in programs; performing regular blood pressure checks; and pest control procedures. The community welfare component focuses during this phase on elders' engagement. This includes involving elders in project expansion by making use of their time and experience. They are engaged in teaching traditional crafts, or recounting local history to the preschool in addition to regularly participating in the social and economic programs of the project. Educational options are expanded in Phase II to include adult literacy classes, and the engagement of parents in the activities which support the formal schooling of children and youth.

#### Village Voice Publication

The second phase of human development includes community activities which expand and deepen community participation. The launching of the project newsletter, the Voice, provides a tool for objectifying the community's story about the project. In its first publication the newsletter reports on the events and accomplishments of Phase I with stories, pictures, and business advertisements. Brief news items from the globe and nation are also included. The Voice is delivered to every house in the community and is also mailed to supporters and friends of the project. The environmental focus in this phase is on completing the central node and renovating the adjacent public facilities and businesses. These improvements give momentum to further work on other public space such as parks, playgrounds, and program facilities. The corporate structures of the community by this time include monthly reporting and planning councils which allow local consensus to emerge.

#### Central Nodes Renovation

Central Nodes Renovation is the focus of the second phase of visible improvements. It involves establishing attractive public gathering places which function as natural nodes or celebrative facilities. The first and most important to be established is

located at the geographic center of the community. The community either works through the redesign of a traditional gathering place which has been allowed to deteriorate, or decides to design a new one. The residents determine whether it is to be a square, plaza, park, recreation area, or commercial center. They engage the services of an architect to sketch the proposed central node as they have conceived it. Frequently they include a place for permanently displaying a sculpture or mural which symbolizes the community's past, present and future. Then materials and equipment lists are drawn up and the materials obtained from inkind sources where possible. Work is done as rapidly as possible primarily by community people. When the work is completed, the node is officially dedicated. At a later time the node may be expanded to include other community facilities such as a meeting hall or recreation facility.

#### Auxiliary Trainee Selection

The second phase of leadership development is focused on the selection of auxiliary trainees who work with the ICA staff on a daily basis and learn the methods and skills needed to implement the consultation plan. Selection is a matter of finding those who will take responsibility for the early stages of developing the project, and who have the free time for such a task. Consideration is given to persons from a wide cross-section of the community. In the stakes, the trainees learn how to organize a regular clean-up system and implement plans for further improvements by meeting and working together regularly. In the guilds, or program task forces, the trainees work with the ICA staff to initiate programs and to involve other local residents who have particular interest in doing these programs for the community. Leaders from the stakes and guilds who have more time to meet, plan and work each day work with the staff in doing the support and coordination work. A group is designated to plan and arrange for the first quarterly council during which the community evaluates the work completed and plans the next quarter of work. Representatives from the stakes and guilds report to the council on accomplishments and recommendations; following this the direction and activities for the next three months are agreed upon.

#### Social Acceleration Trek

During the second phase of the project, technical assistance is provided to accelerate social programs. A team of ten to twenty consultants with expertise in the delivery of health, education or welfare services is brought to the project for ten days. The team

is composed of ICA staff with experience in the relevant program arenas; professionals such as doctors, nurses and teachers who volunteer their services; and personnel from public and private agencies which serve the community and surrounding region. An advance team determines and enlists the expertise required. The acceleration effort becomes the focus of the project during the ten-day period, but does not supercede ongoing daily implementation. The work of the team is four-fold. First it recruits, trains, and commissions a self-sustaining community staff for the program to be accelerated, such as preschool teachers, health workers, or literacy teachers. Second, it contacts and establishes liaison between the community and the regional private and governmental agencies which can appropriately serve the project. Third, it rapidly implements a number of the tactics in the arena of focus in such a way that acceleration is visibly dramatized. Examples include constructing a preschool building, acquiring a community ambulance, immunizing every person against a debilitating disease, recruiting and starting Graduate Equivalency Degree classes, and creating a sanitation system. Fourth, the team establishes or improves program facilities and locates equipment and materials which are needed. The acceleration team spends the first day learning the geography, observing the project activities and creating a plan. During the next eight days part of the team recruits villagers, does physical work, and holds daily training sessions. At the same time part of the team systematically contacts a comprehensive list of social agencies in the region. The agencies are invited to attend a luncheon on the fifth day of the trek and participate in a fair at the end of the trek. At the agency luncheon the staff explains the project, receives suggestions from the agencies and clarifies procedures for using their services. On the ninth day a community-wide health or education fair is held. All agencies and project guilds are invited to set up booths. Imaginal displays are created and food and entertainment is provided. Flyers, posters, and door to door visiting teams inform the residents about the fair and invite them to attend. The final event is a commissioning ceremony for the newly trained program staff. The trek draws to a close on the tenth day with the creation of a three month follow-up plan for the activities just initiated.

#### Project Labor Force

In the beginning of Phase II a primary concern is to secure funds for salaries or stipends for a small citizen labor force. These residents are engaged full time in program facility rehabilitation and other labor intensive ventures for which very little initial

funding may be available. To facilitate this, one of two simple, but comprehensive funding mechanisms are established: a small grant pool or a revolving loan fund. Most programs are at the initial stage, and require start-up funds. In order to obtain maximum use from the grant pool, it is essential that the funds have as few restrictions as possible. The expenses of the labor force include labor, construction materials, health supplies and equipment, kitchen appliances, commercial and educational materials, teacher salaries, and printing equipment and supplies. Specific expenditures vary widely from community to community. A small loan fund, regulated locally, provides businesses and small industries with small amounts of working capital for physical improvements, such as a new sign or increased advertising. Other sources for funding may include CETA or OJT contracts. State funding for preschool or health center salaries may be secured through both private and public sector grants. The net cost of this phase is relatively low in comparison to later phases for the community has not yet developed specific projects with full budgets at the beginning of the phase. Outside contributions in the form of grants or loans are coupled with cash investments by the community itself in the programs of the project.

### Acceleration -- Phase III

Phase III includes the second three months of the first year and is the Acceleration Phase of a human development project. It is primarily concerned with having all programs operating by the end of the phase.

#### Business Development Center

The economic programs are accelerated in Phase III through the creation of a Business Development Center. The Center is designed to provide small or declining businesses with practical assistance which would otherwise be unavailable to them. Generally located in an unused facility which can be easily converted, the Center provides business proprietors and employees with a place to meet and plan. It also provides space where new industrial and commercial ventures can carry on production and marketing operations until they are economically capable of establishing their own facilities. A function of the Center is to assist new enterprises to relocate and to raise funds for expansion as necessary. During this phase, business and personal savings and investment systems are initiated in order to prepare the way for major private capital loans in Phase IV and Phase V. At this time also, the agricultural guild prepares for the first harvest by acquiring ownership of major equipment and machinery which can be used by all the farmers.

#### Youth Service Corps

In Phase III the social programs are accelerated in part by the community youth whose energy and enthusiasm is focused through skills training and a service corps. Skills Training is offered after school and gives the youth a way to authentically participate in the project's implementation. Training includes running the printing press, operating agricultural and garden machinery, learning to repair household items and appliances, and developing trade skills. The Youth Service Corps is a vehicle for employing massive energy in large work events, labor intensive jobs such as distributing the Village Voice newspaper and in enabling community celebrations and meetings. The visible results of their efforts create an eagerness in the service corps to continue and to expand engagement.

#### Health Care Center

The primary treatment center for health care is also established during Phase III. The center usually occupies space in an already

existing facility which has been suitably renovated and functionally designed. It dispenses first aid, regular advisory services, and systematic follow-up of health records on each family. It is staffed by a combination of local volunteer health workers and medical personnel available through established agencies and institutions from the county or nearby cities.

#### Project Accomplishments Celebrations

The third phase of community activities consists of holding a grand celebration which dramatizes accomplishments in all dimensions of the project during the first six months. By scheduling this event at the beginning of the phase it becomes an occasion for deciding what should be completed by that time, thereby helping to accelerate all arenas of work for that three-month period. Attention is given to the environmental component as well during Phase III. An inclusive village design is created to determine the use of all space and identify construction schemes to be completed by the end of two years. The construction of all public facilities is underway before the end of the phase and represents the first stage of making this a reality. The beautification of the community is continued through the completion of common space such as parks, playgrounds, and parking areas. The stakes and guilds create a community story, rituals, songs and symbols which become the identity system and are introduced during the first grand celebration and the community council. The creation of decor, banners, signs, shields, and "before and after" photographic displays characterize the celebration preparation. The celebration itself is an occasion to invite guests from agencies and corporations, neighboring towns and villages as well as friends and relatives. Every program task force is mobilized to prepare for and participate in the day's activities.

#### Community Facilities Rehabilitation

The visible improvements of the project in Phase III are primarily a result of the creation of community facilities. The community adapts existing structures or builds new ones to house programs such as the health center and business development center. The first step is to survey all existing facilities with emphasis placed on locating possibilities for inexpensive rehabilitation. The prospective use of all vacant land and available buildings is then proposed and a land use projection is created and displayed where everyone can see it and make their suggestions. The land or buildings are acquired at the least expense possible.

Often they are already available or readily donated. After plans are drawn any necessary low-interest, long term loans are secured for work. Then materials and equipment are obtained and construction begun. Community work days are scheduled to involve everyone in the building process. Skilled construction crews are used for the technical trades work. While the first buildings are being prepared, existing public services are improved. These include upgrading streets, sidewalks, landscaping, lighting, and sanitation and water systems to complement and serve the new or renovated public buildings. While not all of the facilities are completed in this three month phase, initial efforts become a practical demonstration that major physical change can occur.

#### Program Task Forces Formulation

The third phase of leadership development is focused on expanding community involvement in the project implementation. Program task forces are formulated and begin to meet regularly, often on a daily basis, to accelerate the work begun in Phase II. A team comprised of one ICA staff member and an auxiliary trainee plans, recruits, and leads each workshop session. The workshops produce step-by-step implementation plans and conclude by sending out teams of people to actuate the various tasks assigned. Members of the task force are trained in the methods of planning and implementation, workshop leadership, and team motivation. As the task forces meet together, they begin to take the form of guilds in the arenas of agriculture, commerce, industry, health, education and welfare and the interrelated aspects of their work are significantly strengthened. During this phase, project leaders are sent out on their first development trips to call on potential donors in nearby cities, the state capital and regional agencies. In preparation for the trip they learn to present the project and to illustrate the project's development. They put together briefs, reports and plans in presentation notebooks and brochures, and learn the essentials of how to attract outside resources for their community. Representatives of the stakes and guilds assume responsibility for the second quarterly council which is held at the end of this phase and is a first great celebration which launches the development of regular festive events. The high point of the council is reviewing the initial community space design for construction, public works, housing and business development.

#### Economic Acceleration Trek

By the second quarter of the project, events have occurred which

visibly demonstrate that development is happening and the community as a whole is involved in that process. In Phase III, technical assistance is given to local economic enterprises through economic acceleration events. Operating as a team during a ten day period, ICA staff joined by volunteer business, commercial and agricultural professionals apply their expertise to the local economic situation in order to upgrade existing businesses and start at least five new ventures. The team works to upgrade existing businesses by improving production technology, introducing managerial systems and providing financial services. Typically, new industry set-up involves introducing "next-step" processing of locally available goods and resources such as farm produce or native stone. It also includes arranging contracts for assembling or finishing products brought into the community. Agriculture is upgraded by improving existing animal stock, diversifying crops or experimenting with hybrid seeds, fertilizers and irrigation systems to improve crop yields. Managerial systems are set up to include a bookkeeping system or training in product promotion. Research into transportation systems, locating guaranteed markets and making applications for loans for up-front capital are undertaken as well. Training involves working side by side with the villagers demonstrating the skills. Support systems are often created by working with bricks and mortar to build a community warehouse. The team also works to build a support network within the region which will function to enlist future support from agencies and large private companies in the area. Finally, the acceleration trek ends with an event such as an open house of all the businesses to which 200 major corporations in the surrounding region may be invited to join with the whole community.

#### Community Program Facilities

The implementation of Phase III corresponds with the second quarter in the funding cycle. At this time the selection of program sites and general ideas for future capital development are incorporated into one or more developmental proposal packets. By simultaneously implementing industrial, commercial, residential and public works program improvements, a single comprehensive planning grant can be designed to absorb the initial costs of this phase. In addition, one or more programs is likely to be ready for actual construction, requiring capital for land and/or buildings, utilities, construction, and conventional "soft costs". For the first program in each category, (i.e. industry, commerce, housing, public works), some form of public sector

grant is acquired along with a matching grant, a BMIR (Below Market Interest Rate) loan or a labor subsidy. The determination of which form depends upon the agency that is approached and the related level of government. The ideal form of grant, of course, is one which will meet the true cost of the development and also benefit the community indirectly in the form of additional jobs, permanent liquid capital or collateral to be retained in the community. The private sector can participate in this phase by making loans and donations of funds and materials, but the initiative for capitalization in this phase must lie with the public sector. On-site technical assistance from the public and private sectors is necessary to produce acceptable funding packages on schedule.

## Maturation -- Phase IV

Phase IV covers the last six months of the first year and is the Maturation Phase. Its primary focus is to formulate the organizational infrastructure which will allow the community to assume responsibility for its continuing development.

### Commercial Skills Training

Crucial to the maturation of the economic development of the community in Phase IV is the establishment of a management training program. This program provides a comprehensive business training curriculum in secretarial, business and management skills for the proprietors and employees of the businesses begun in earlier phases of the project. These skills include typing, bookkeeping, financial management, advertising, marketing, organizational planning, production, personnel procedures, warehousing, and distribution. Classroom theory is supplemented by trips to local and regional businesses, industries, and corporations so that students can learn first hand how successful businesses are operated. Guest speakers are invited to lead seminars and workshops focusing on particular issues faced by the local businesses. Such a training program insures that new businessmen are equipped to manage them alone by the end of the project. This phase also includes the construction of industrial sheds, warehouses, crop storage facilities and livestock shelters essential for the expansion of industries and the storage of agricultural and manufactured products. By the fourth phase, agricultural intensification involves the improvement or development of irrigation systems, the use of hybrid seeds, crop rotation, livestock expansion and upgrading, food processing and market systems improvement.

### Social Skills Center

Social development in this phase involves the establishment of a social skills center which provides training for all ages. In contrast to an educational institution, the center employs a variety of educational constructs and uses the community center facility only for its formal class activities. The expressed needs of the community determine the particular content but can generally be expected to include: instruction in health and nutrition practices for the home and school, child development, family budgeting, consumer education, home and car repair skills, and training for pre-school teachers and for other newly created employment and service opportunities in the community. The health care effort now

takes on a regular rhythm with systematic immunization, testing and education programs conducted through community-wide campaigns. A system for compiling updated health statistics provides the basis for planned preventive health procedures. Structures which care for the well-being of the community are set in place and involve youth and elders in the project's programs. A particular emphasis is placed upon women's advancement as a means to awaken the potential skill and energy of women untapped by menial home-bound activities.

#### Program Facilities Completion

The maturation of most programs in Phase IV requires completing the construction of community program facilities. Many of the social programs which begin in temporary facilities now require larger and more permanent space. Small businesses and industries which begin in peoples' homes or unused corners of existing buildings eventually require more adequate facilities in order to become stable enterprises. In contrast to a major construction effort, the completion of community facilities involves designating the vacant buildings in the community for a significant use, renovating them and using them regularly. If new construction is required, those plans are completed during Phase IV. Facilities for recreation programs are provided, and special indoor or outdoor facilities are renovated for sports and family activities. Local citizens conduct site visits, focusing on program space for those who come to see the project. These occasions require that they repeatedly tell the history of the project and share the meaning and significance of the symbols such as those of the stakes and guilds prominently displayed in program spaces. Leadership charts for guilds and stakes are painted to dramatize for the community and the visitors the responsibility it has already begun to act out.

#### Housing Rehabilitation Program

The Housing Rehabilitation Program further intensifies project visibility in the fourth phase. Major interior and exterior renovation of existing dwelling places is undertaken. Several deteriorated but structurally sound buildings are designated for rehabilitation by the community. Long term, low interest loans are secured in order that owners can assume the cost of materials and labor. Local contractors and craftsmen are employed for the renovation work. At the same time, the stakes engage other homeowners, landlords, and tenants in the community in minor rehabilitation or fix-up and repair work on their own homes and rented

units. The simplest form of this may be a community-wide weatherization of homes to cut energy loss and save money. Meanwhile, vacant hazardous buildings not scheduled to be rehabilitated are torn down and the land is designated for alternate use. As rehabilitation of homes and apartments is completed, a community property management board is established to assure the upkeep of buildings and repayment of loans. By initiating a major rehabilitation project the community catalyzes the rehabilitation and maintenance of all homes in the community, thus heightening the visibility of dramatic change.

#### Projects Leadership Interchange

During this phase of program maturation, leadership development occurs through expanding the vision and context of community leadership through project leadership interchange. Representatives are sent by the community to spend from one to four weeks in other projects. Reports and experiences are exchanged and depth reflection is made possible as this sharing takes place. An intensive preparation period precedes the leadership interchange. Prospective emissaries meet before hand to work out reports in detail and to practice delivery. Both stake and guild leaders are engaged in the event and work to pull together all they have accomplished to detail their plans for Phase V. This effort is coordinated by the social and economic commissions, composed of delegates from the guilds. The results of the local citizens' labors are evidenced dramatically throughout the village during Phase IV and the commissions begin to intensify their work by inviting visitors to observe the progress. They also begin to formulate management systems and assist the guilds in establishing structures essential for establishing ongoing program operations. The fourth phase ends with the first annual congress celebration of the first year of project activity. A secretariat comprised of representatives of both the stakes and guilds assumes responsibility for planning the congress. Special guests are invited from the county, state, and regional and federal agencies and from corporations and foundations to see the accomplishments of the first year.

#### Leadership Expansion Trek

During the second half of the first year local leaders who have become trained in methods of social and economic development begin to assume greater responsibility for the direction of the project. The technical assistance required in this phase expands the leadership base to all residents concerned for the community's future. A series of events is held, each geared to

a particular segment of the population. Three separate one-day events are held for the women, teenage youth and elders. These events are designed as forums to awaken concern for local development and to invite input into the creation of future plans. In a fourth event, businessmen participate in a three day seminar which demonstrates methods of corporate planning and motivation. In a fifth event the community as a whole participates in a Town Meeting to celebrate the accomplishments of the past year and create practical plans for the next year. These events are conducted by a leadership expansion trek, comprised of skilled workshop leaders who have led similar sessions in a variety of communities across the world. The presence of guest leaders occasions a mood of excitement and anticipation which encourages broad participation. Besides training within the community during this period a delegation of local leaders spend from four to eight weeks at the Human Development Training School acquiring global experience and receiving depth education in human development methods.

#### Major Enterprises Funding

The primary fiscal objective of Phase IV is to move all programs into a self-supporting operational phase where capital can move rapidly through the new economic system of the community. Loans for businesses are packaged and presented to banks, Farmers' Home Administration, SBA and EDA for financing. Proposals and loan packages are submitted for the expansion of all industrial enterprises. By now appropriate residential construction and rehabilitation plans have been solidified and construction is ready to begin. Community labor forces have been trained to handle increased vocational and management requirements of the project. Only at this point is the community prepared to realistically approach the private sector to request support beyond charitable donations. Investment, however, is still viewed as high risk, because of the absence of an established local track record, and public sector incentives in the form of loan guarantees and tax exemptions are necessary to create a climate favorable to investment. Care must be taken to insure that community ownership and control is not compromised at this point. The emphasis on economic development is actually the task of creating the marketability of the community. After this phase the community will have clearly established the economic integrity required to attract future development support.

## Consolidation -- Phase V

Phase V is the second year of a Human Development Project. It is called the Consolidation Phase and focuses on the stabilization of the management and leadership of all ventures initiated during the first year.

### Long-range Investment Systems

During the fifth phase of economic development all operating business and agricultural ventures are expanded and stabilized. Agricultural production is systematically increased and produce marketing and promotion systems are extended to a larger service area allowing livestock, crop and processing ventures to generate sufficient income to meet future community needs. Ancillary industries are developed during Phase V thereby relating the local economy to regional and state-wide networks. For example, a small metal or plastics assembly plant can serve a major industry located outside the project community. A community investment structure taking the form of a bank, a savings and loan, a credit league, or a revolving loan fund is initiated during this phase to stabilize corporate and individual financial systems. The investment of profits back into the community's social and economic programs begins in the second year in order to sustain overall future development.

### Inclusive Engagement Programs

During Phase V social development emphasizes inclusive engagement programs. A community survey of the households in the five geographic stakes determines the level of community participation by individual and by sex and age group. Social service programs build this data into operational plans and work to open new opportunities for involvement.

This year's planning includes ways to increase people's participation in all education programs and emphasizes careful, systematic canvassing of the community to assure that each household knows what educational services are available. The particular educational focus of this phase is providing Graduate Equivalency Degree Training for residents interested in obtaining the basic credentials for meeting employment standards. Paramedical training of local citizens increases confidence in the ability of the community to do its own health care. Medical personnel released to the community from existing agencies in the area staff this training.

### Public Works Expansion

The completion of the environmental dimension of a project occurs in Phase V as the major public works, utilities and services are put into place. These include water and sewage systems, paved roads, adequate electricity or gas lines, streets and sidewalks. Community work forces are employed wherever possible for this construction. It is during this phase when any extensive ventures, such as new housing construction, are completed. On the basis of its experience in the previous four phases, the community is now prepared to design a full year's calendar of corporate events, councils, celebrations, and program activities. The second annual community congress is held. Similar to modern town meetings, it provides a unique opportunity for all residents of all levels of involvement, to report on the accomplishments of the past year and design projections for the coming year.

### Major Construction Projects

By the beginning of the second year, long-range community plans have progressed to the point where major new construction is called for. The comprehensive space use plan for the community is reviewed and finalized. Plans for new industries, commercial ventures, housing construction, and new public facilities determine the construction to be undertaken. The proposed plans and architectural drawings which have been agreed upon by the community leadership and the community assembly are displayed in a public area, and signs are erected marking sites where construction will occur. Technical aspects including land acquisition, bid-letting, contracts, leases and legal entities, and eventually the construction itself are done with the assistance of a professional advisory board composed of residents and outside consultants. The work force is composed of a combination of contracted employees, community volunteers and specially funded work teams formed to employ community residents. Initiation of new construction projects is signalled by a ceremonial ground-breaking at which patrons of the project and representatives of the private and public sectors are hosted by the community. Regular reports provide information about the progress.

### Formalized Organizational Structures

The fifth phase of leadership development involves the formalization of the organizational structure of the project to insure ongoing operation of the programs and activities which were

initiated during the first year. Regular quarterly councils emphasize more intensive planning by community leaders, now experienced in program implementation. The fifth phase includes four quarterly councils and begins to build a yearly cycle of activities based on the experience of the previous year, such as the second annual village beautification campaign. Leadership skills are developed more fully as local project leaders assume roles previously assumed by the ICA staff. The ICA staff become the back-up in support of emergent resident leadership. One of the most important aspects of this training is the role that local leaders assume in the establishment of new projects elsewhere. Serving as members of consultant teams they increase their ability to lead groups effectively through planning procedures. The number of visitors, both from other projects and from prospective project sites, accelerates rapidly during this phase. This type of leadership interchange brings a fresh perspective and objectivity back into the community. The commissions and secretariat begin to work with the stakes, guilds, and assembly activities to ensure the continued adequacy of resources and managerial skills.

#### Managerial Systems and Evaluation

During the second year regular visits by consultants from outside the community emphasize management systems, provide legal advice on matters such as registration and incorporation and managerial experience on uniform accounting systems and administrative services. These visits are made to ensure that the managerial systems for each project are sufficient to meet continuing future needs and to guard against a return to outmoded static operations. They also inject an objective viewpoint into the process of accountability and evaluation as related to the program proposals described in the consultation summary document.

#### Long-range Investment Systems

During the second year the community begins to assume long term loans and mortgages in place of previous grants and contributions. As economic growth accelerates, non-profit-making programs, such as the preschool and the health clinic, begin to absorb more of their costs through tuition fees and regular local fund-raising. Permanent jobs are created with the establishment of new businesses and industry. At this point a gap begins to appear between local potential and current local assets. As the community emerges from its "incubator" status, the need for working

capital increases. A comprehensive package of proposals, combining private and public sector resources, is developed and promoted. This method, referred to as leveraging, attracts significant private investment into the community. Prior commitments from the public sector in the form of block grants to major construction efforts are a necessary component to a successful development package. With this support, a community is in a position to assume major commitments within the private sector. Time is a key factor in Phase V. The momentum created during the first four phases must be maintained in order to avoid lapsing into long delays. Consideration must be given to the appropriate phasing of projects in the comprehensive development package to ensure the progress of each, and to avoid the tendency to prematurely narrow options. All programs in the comprehensive development package are under construction or firmly scheduled before the end of Phase V.

HUMAN DEVELOPMENT PROJECT  
ACTUATION DYNAMICS

Chicago Nexus

B.

VISIBLE IMPROVEMENTS

A. PROGRAMMATIC DEVELOPMENT

ECONOMIC	HUMAN	SOCIAL
AGRICULTURE	ENVIRONMENT	HEALTH
INDUSTRY	UNITY	EDUCATION
COMMERCE	IDENTITY	WELFARE

C.

LEADERSHIP  
TRAINING

D.

TECHNICAL  
ASSISTANCE

E.

INTEGRATED FUNDING

## THE ACTUATION PHASING PLAN

Chicago Nexus

Phasing		Initiation	Expansion	Acceleration	Maturation	Consolidation	
Foci		I. 1st month	II 2nd-3rd mo	III 4th-5thmo	IV 7th-12thmo	V 2nd year	
B.	Project Visibility	4 Village Beautific- ation Campaign	11 Central Nodes Renovation	18 Community Facilities Construction	25 Housing Rehabilit- ation Program	32 Major Construction Projects	
C.	<i>FUNDING</i> Leadership <i>INTEG</i> Training	5 Rapid Visibility Projects	12 Project Labor Force	14 Community Program Facilities	26 Economic Enterprise Funding	33 Long-term Loans and Mortgages	
A.	P D r e o v e r l a o m p m m a e t n i t c	E C O Agri Indus Comm	1 Demonstr- ation Self-sus- taining Ventures	8 Guaranteed Markets Procurement	15 Business Development Center	22 Commercial Skills Training	29 Long-range Investment Systems
		H U M Envir Unity Ident	3 Community Center Completion	10 Village Voice Publication	17 Project Accomplish- ments Celebration	24 Program Facilities Completion	31 Public Works Expansion
		S O C Health Educ Welf	2 Community Pre-school Set-up	9 Health Program Formation	16 Youth Service Corps	23 Social Skills Training	30 Inclusive Engagement Programs
D.	Technical Assistance <i>Leadership</i>	6 Total Citizen Involvement	13 Auxilliary Trainee Selection	20 Program Task Forces Formulation	27 Projects Leadership Interchange	34 Formalize Organizational Structures	
E.	<i>Tech</i> Funding <i>Assistance</i> Integration	7 Consult- ation Actuation Trek	14 Social Acceleration Trek	21 Economic Acceleration Trek	23 Leadership Expansion Trek	35 Managerial Systems Trek	

## FIVE PHASE BUDGET: ANALYSIS + CONTRIBUTIONS SUMMARY

Phase	Funding Category	Community Contribution	Outside	
			Public	Private
I	Facility Leasing	Operations	Aquisition	Renovation
	Preschool Start-up	Teacher Training + Curriculum	Equipment + Materials	Facility + Salaries
	Equipment + Materials	Labor	Tools	Construction Materials
	Public Works	Labor Force	Machinery	Installations + Salaries
CONTRIBUTION SUMMARY		Non-recoverable Sweat Equity	Inkind Hardware	Salaries + Consumable Materials
Cost Distribution		60%	20%	20%
II	Small Loan Fund	Proprietor's Investment 20%	Contributed Funds 20%	Guaranteed Funds 60%
	Publications Budget	Staff Training	Advertising Support	Start-up Production Costs
	Major Rehab	Construction	50% Loan	Matching Grant 50%
	Labor Pool	O.J.T. Program	Market Development	Limited Labor Support
Contribution Summary		Program Development	Capital Support (Loan Fund)	Proportionate Grants (Grant Pool)
Cost Distribution		30%	20%	50%
III	Land Aquisition	Temporary Site Developments	Capital Purchase	Tax Relief + Clearance
	1st Major Construction	Design + Construction	Mortgage Loan	Interest Reduction
	Professional Services	Recruitment Circuits	Inkind Services	Package Development
	Youth Work Corps	Landscaping + Supervision	Inkind Work Crews	Work Stipend
Contribution Summary		Leadership Development	Holding Investments + Inkind Services	Equalizing Factors Toward Project Stability
Cost Distribution		25%	50%	25%

FIVE PHASE BUDGET: Analysis & Contributions Summary

PHASE	FUNDING CATEGORY	COMMUNITY CONTRIBUTION	OUTSIDE MONIES	
			PRIVATE	PUBLIC
IV.	Business Loans	Management Training	Capitalization Loans	Loan Guarantees
	Program Expansion	Vocational Training	Technical Assistance	Facility Improvements
	Housing Demonstration	Design, Construct Purchase, Rent	Interim & Permanent Financing	Development Cost Reduction Grants
	Financial Services	Credit League	Savings & Loan Association	Securities Insurance
CONTRIBUTION SUMMARY		Local Management Systems	Lending	Incentive Grants
COST DISTRIBUTION		33	33	33
V.	Long Term Financing	Owners and Leasees	Mortgage Loans	Block Grants
	Long Term Operation	Tuitions, Fees, Local Fund-Raising	Foundational Support	Service Contracts
	Permanent Equity Fund	Reinvestment Schemes	Secured Loans	Equity Insurance
	Heavy Public Works	Master Plan & Contribution	Subsequent Capital Developmt	Entitlement Grants
CONTRIBUTION SUMMARY		Equity Development	Conventional Investments	Leveraging Grants
COST DISTRIBUTION		50	35	15

## FIVE PHASE BUDGET: FINANCIAL TYPOGRAPHY

Chicago Nexus

	I	II	III	IV	V
ECONOMIC	Facility leasing budget	Small-loans revolving fund (commercial)	Land & Buildings acquisition budget	Business start-up loans (7-10 yrs.)	Private sector attraction grants a. interim finance b. mortgages c. capitalization
SOCIAL	Preschool start-up budget	Publications budget	First major construction loan (BMIR)	Vocational & social program ex- pansion budgets (health, adult ed.)	Long term program operations budgets (contracts, etc.)
ENVIRON- MENTAL	Equipment & construction materials budget	First major rehab grant  (community facility)	Professional fees budget  (arch., legal, etc)	Housing demonstration  (Hard cost)	"Foundation fund"  permanent community equity & collateral fund
LABOR	Light public works budget	Labor subsidy contract (CETA)	Youth work corps budget	Financial services & counseling budget	Heavy public works reconstruction budget