

March 25, 1966

CONFIDENTIAL

TO: Board of Directors, ACCION International
FROM: Executive Director
SUBJECT: Survey trip to Rio de Janeiro and Sao Paulo, Brazil
January 30 - February 13, 1966 and proposed pilot
program of community action in favelas of Rio and
Sao Paulo.

I. Background

II. Objective of the Trip

III. Observations:

- A. The Problem
- B. Existing Efforts
- C. The Private Sector
- D. The Government

IV. Recommendations:

- A. Plan of Action
- B. Program and Schedule
- C. Organization
- D. Budget

V. Annex letter from Paulo Ayres Filho, Sao Paulo,
Brazil.

I. Background

On November 30, 1965 the Board of Directors of ACCION International met and decided to explore the possibilities of forming a community action program in South America's largest and most important country, Brazil. The Executive Director was sent to Brazil to see if the ACCION experience in Venezuela could be of help in the establishment of similar programs in Brazil.

Before leaving for Brazil the Director met with several people deeply concerned with Brazil - Senators, priests, the president of Brazil's largest corporation, students, and other executives who had spent much of their life there. The consensus of these meetings indicated that any private industry-supported effort to assist the urban favelas should begin on a pilot basis, concentrating first on the Rio and San Paulo area. This area is the center of industry, the focal point of decision making and the heart of the favelas problem. Whatever could be done here would have strong impact on public opinion. Once tangible results are seen and a solid organization and method proven here, the movement could then extend to the Northeast. For this reason the trip was confined to Rio and Sao Paulo. There are a great many government aid programs in the Northeast whereas there are relatively few development efforts in the favelas of the South.

II. Objectives of the Trip

- A. To observe the nature and extent of the "favela" problem.
- B. To see what is being done to solve these problems.
- C. To see what role ACCION International could play in helping to solve these problems.
- D. To see if financial backing and cooperation would be forthcoming from the private sector to support a community action movement in Brazil.
- E. To evaluate government attitude toward cooperation with private assistance in the favelas.
- F. To make recommendations to the Brazilian and foreign private sector on the feasibility of a private community action movement in Brazil and to draw up a tentative plan of action.

III. Observations

In the two weeks I spent in Rio and Sao Paulo I talked with over 100 people in government, industry and the University. I visited many social welfare groups, both governmental and private, and I saw at first-hand the work they are doing. I spent three days in seven favelas to study the nature of the favela problem and its relation to problems ACCION is facing in Venezuela. The following are my observations:

A. The Problem

Brasil, like most countries of the hemisphere, suffers from the phenomenon of rural people leaving the land or rural towns to come to the city. The city is unable to incorporate them, and the people, unaccustomed to city life, improvise with miserable shacks of wood and tin. The resulting settlements are called favelas and the favelas of Rio are world famous. They have become famous for their size, for the abject poverty in which the people live -- and for the lovely view that many of the favelados enjoy of beautiful Guanabara Bay.

Reliable statistics and surveys on the favela problem are scarce. Aerial surveys show between six and eight hundred thousand people living in the favelas of Rio. In Sao Paulo, the figure is lower and the problem less dramatic, but it is there just the same. A survey done by the police there show fifty thousand people and many people have felt the problem is negligible, but a more recent university survey puts the figure at closer to two-hundred thousand. Moreover, the favelas continue to grow at a rapid rate: the population growth rate of Brasil is 3% per year; the favelas are growing at 7% a year.

Many of the favelas of Rio are crowded on the hillsides and canyons. Some were washed away in giant landslides last January. In Sao Paulo the slum lies flat. There are only a few very large ones and the rest consist of one-hundred to three hundred families crowded near a new housing development or behind a factory.

The floods of Rio have greatly dramatized the problem of the favelas and have focused national attention on the problem. There is daily debate on the subject, usually centered around wiping out the favelas and relocating the people outside of the city, or leaving the people where they are, usually near their work, and remodeling or "urbanising" their surroundings. The debate on both views tend to be emotional. Alternative solutions are usually couched in paternalistic terms; the feeling is "Leave it to the government".

Unfortunately, few people have confidence in the new State Government. Even if the government were to attack the problem, there would not be sufficient resources to do the job. With outside help from the U.S. and other governments, most people admit it would take at least twenty years to correct the physical conditions of the "favela".

The debate continues and the search for solutions persists. I believe the moment is ripe for new ideas, new approaches and plans of action that will bring tangible results.

B. Existing Efforts

In Rio, as in many cities of Latin America, there are a great number of programs and organizations working in the favelas. Most all have the same characteristics:

1. They focus on only one or two favelas.
2. They consist of volunteers with little training and with almost no resources.
3. They are based on principles of charity and welfare and consist of doing things for the people rather than motivating the people to solve their own problems.
4. They are mostly all groups of upper-class women.
5. The efforts are scattered and there is little coordination among them; nor is there communication with government or industry in the various program areas.

Still, some notable attempts are being made at self-help. The Cruzada de Sao Sebastiao, a movement started by a dynamic priest, has had some success in involving the people of the favela. The government has undertaken more ambitious projects and shown dramatic results. The Villa Kennedy has physically relocated people into housing developments outside the city. While the relocation was sound and pleasing to the upper classes (there is grass where the favela was before) the attitudes and opinions of the relocated people were not considered and many complain bitterly or have moved back, to be close to work. It is a familiar pattern with people unaccustomed to city life. Good bus service is often more important to them than a bathroom.

In only one project did I see the idea of community action being promulgated. The U.S. Government formed and is financing a pilot project in three favelas of Rio. Some tangible results are being seen but the program has had difficulty in involving the men of the favelas because the social workers, as is the case throughout the country, are all women.

C. The Private Sector

I met with many corporation executives, foreign and Brazilian, in both Rio and Sao Paulo. Two luncheons were set up in Rio, one for Brazilian executives, hosted by Brazilian Traction, the other for the heads of American companies, hosted by Esso. The American executives expressed great interest in the program. When I asked them what their attitude was toward giving financial support to an ACCION program in Brazil, the reaction was favorable and they encouraged me to go ahead and draw up a concrete plan. The time is good for seeking funds, since the American

companies are forming a fund to support community programs such as ACCION. This could be one of their first major undertakings.

The Brazilian executives were also greatly interested and gave encouragement. The feeling was that Brazilian corporations would support the program with good potential support in Sao Paulo, as well as possible support forthcoming from Brazilians in Rio.

I expect that the support will follow a similar pattern as that of Venezuela, with heavy initial support from the North American companies, both from the head office in dollars and from the local subsidiary in local currency. Brazilian support would be forthcoming, but it might be small. The idea of corporate giving to community programs would have to be sold and support increased slowly over the years, as tangible results are seen.

D.

The Government

I talked with several high officials in the State and National Government. Most all agree that there should be very few stumbling blocks for getting the program going. There is every reason to believe that the National Government will be wholly in support of the efforts. Mr. Campos, the Minister of Economy has made several speeches at universities urging students to do community action work in favelas, and Mr. Haroldo Poland, the President of the National Economic Council, has agreed to spearhead the establishing the ACCION movement in Rio.

The State Government has recently taken office, so it is difficult to say what course they will pursue in regard to the favelas. The past government favored large housing projects to relocate the people outside of town and emphasized public works. I talked with the head of planning of the State Government. He feels that the present government will favor "urbanizing" the favelas, attempting to improve them where they are. There may be political friction, since the National Government is not in sympathy with record and policies of the State Governor and his party. The State Governor has been allowed to take office, but few people I talked with had much confidence in the abilities of his government.

The Government of the State of Sao Paulo will probably be sympathetic and may even lend some support. Certainly a movement can begin and expect to proceed without government interference there. There would be no conflict with government plans, and the governor is accustomed to lending his name to private efforts. However, a great deal of concrete support cannot be expected. This must come from the private sector.

IV. Recommendations

As a result of my conversations with Brazilians here and during the survey trip, I feel that now is a perfect time to establish a community action organization in Brazil.

I feel that the Government will not interfere with the efforts, but, rather, will cooperate. Private industry will contribute funds, materials and supplies to the program, thus identifying itself with positive constructive efforts to attack the favela problems on a self-help basis. Attention will be focused on a new approach to community work: that is, training full time organizers to live and work within the favela, and start community organizations of favelados to plan their own improvement programs.

One aspect which will be of significant value to Brazil in particular is that community work will achieve a new status among the male population, through the recruiting and training of young male Brazilians as community workers.

Therefore, I recommend that a private Brazilian non-profit organization be set up to carry out community action programs in the favelas of Rio and São Paulo for one year. If and when these projects prove successful, the work should be expanded to other parts of Brazil, particularly the Northeast. I will return to Brazil on April 10, 1966 to help in setting up the program. I feel that if the ACCION International Board approves the plan and the budget, and assists in raising the dollars necessary to launch the program, there will be an operating organization with full time workers in the favelas in the first phases of community action work by October 10th, six months from now.

A. Plan of Action

1. Formation of Committees. I recommend that committees be formed in both Rio and São Paulo. The São Paulo committee would be headed by Mr. Paulo Ayres Filho, the Rio committee by Mr. Haroldo Polani. Each committee would consist of seven members. Of these, three would be presidents of Brazilian companies. One would be the head of a North American company, one the head of a European company, one a professional person such as well-known and respected doctor or lawyer, and one a prominent person from the university - a dean or professor. Once formed, the committees would meet and approve a plan of action and a budget.
2. Formation of a Brazilian Non-Profit Corporation. The seven members of the two committees would make up the corporation which would then elect officers, and approve the budgets for the country. It should be called "Acco do Brasil" or "Acco Comunitaria do Brasil" - indicating a unity with the type of work, community action, and its identification with other such organizations that may be formed for the same reason in other cities.

3. Selection of a Staff Head for Each City. The program will need young Brazilians to be Project Directors, one in Rio and one in Sao Paulo. Each could be a good leader and capable administrator, in his late twenties or early thirties, with some university education and, if possible, some experience in community development, although the latter may not be necessary. It is important that he have "mystique" for this type of work. Once chosen he can begin to recruit the Brazilian field workers. To give him the proper orientation, he would go to Venezuela to study recruitment, selection, methods and interviewing techniques, and see the field workers in action. An experienced foreigner will be assigned for two years to work with him on all phases of running the program, such as project supervision, coordination of materials and supplies, information, public relations, etc. The Project Director will work directly under the Committee of the Board for his city.
4. Administration. The organization will need a small office in each city, a part time administrator to handle payroll, insurance, incoming funds, bookkeeping, etc. Each office will also need one full time secretary.
5. Favela Survey. Simultaneously with this organizational phase, a scientific study should be made of the favela problem of Rio and Sao Paulo, gathering all available information and conducting surveys of the conditions, attitudes, needs, history, origin and attitudes of favelados. To direct this effort I can send a very capable young woman, Virginia Krupa. She is a graduate of Smith College, with an M.A. from Stanford. She has two years of experience working in barrios of Catecacos, and has recently been working at Harvard University on a study of the favela problem. She has access to 75 percent of all written material on Brazil favelas. With one or two university students to assist her, her work will provide the best possible basis for choice of the favelas in which to start. We can then give effective training to the community workers before they begin. This preliminary work will greatly increase the probability of having successful community projects the first year.
6. Recruitment and Selection of Brazilian Field Workers. The Brazilian Project Directors, after returning from Venezuela, will give talks at Universities, and begin to recruit the young Brazilian field workers. They will be able to use the techniques that were successful in Venezuela for recruitment, selection, etc.
7. Training of Brazilian Field Workers in Venezuela. The Brazilians will spend two months in Venezuela. They will receive basic training in community action and will get practical work experience by being assigned to existing projects in the barrios. The Brazilian field worker would then return, accompanied by a foreign worker on a two year assignment. One foreign advisor in each city would serve as coordinator of all supplies, materials and technical assistance to be channeled into the favela projects.

8. Scope of Program. I suggest that four favelas in Sao Paulo and four in Rio be chosen for the first year. The initial effort must be large enough to have impact and growth potential when and if it is successful. That is, it should be out of the class of "just another program". At the same time, it must not be so large as to be unmanageable. Community action is still an art rather than a science, and the chances of having tangible results in the first year are far greater with four favelas than with just one or two favelas. In addition, there is the value of experience gained from slightly different types of programs in different types of favelas.

Each favela would have one team of from two to five workers, depending on the size of the favela. A tentative first year for Sao Paulo would place a total of 14 workers in four favelas. Two would be foreign advisors, the rest Brazilian field workers. These 14, plus the Projects Director, his foreign counterpart, and a coordinator, bring the total personnel to 17 people in Sao Paulo.

In Rio there would be 16 field workers since the favelas are larger there. The total personnel in Brazil would be 33. Including both staffs, the Training Director and his foreign counterpart.

9. The Schedule. I will come to Brazil on April 10th to help form the organization, pick the Project Director, arrange financing, etc. Miss Lampe will come a month later to start on the favela survey. The Brazilian Project Director can go to Venezuela in June and return to initiate recruitment, finishing selection of candidates in late July. In August and September the recruits will train in Venezuela and then return on October 1st to live and start work in the favelas.

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	April	May	June	July	August	September	October	November	December
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Survey
Trip

Set up organization
board, Incarnations

Brazilian Project
Directors are selected
and sent to Ven-
ezuela for orientation

Recruitment Board for A. I. Board

Favela Survey

Brazilian
Field
Workers
Recruiters

Recruitment field mem-
bers are trained in Venezuela

Recruitment field workers return
with foreign counterparts to demon-
strate cut Phase I of community setting;
"entering and knowing the Community."

January February March April May June July August September October

1967



ANEXO DA ORDEMBrasilTrainer-Cor. Venezuela: April 1966 - December 1967

April 10th - July 31st (4 months);	Preparations
August 1st - September 30th (2 months);	Training
October 1, 1966 - December 31, 1967 (15 months);	Operation in Venezuela
Salaries (including benefits)	\$212,500
Recruiting - Brazilian Workers	2,000
Training of Brazilians:	
a) Per diem in Venezuela (\$10 x 22 x 60 days)	\$18,000
b) Tuition \$200 x 22 for Basic Training Course	4,200
c) Travel to Venezuela - round trip - 22 persons	11,000
d) Recruiting in Brazil	<u>5,000</u>
<u>Brazilians - Total</u>	<u>33,400</u>
Local Travel in Brazil	5,000
Information and Public Relations	3,000
Administration:	
Office, Professional Services, Postage, Telephone, etc.	15,000
Contingencies	<u>10,000</u>
<u>Total</u>	<u>\$280,900</u>

Venezuela:

Possible donation: A.I.D. grant to cover training costs.

A.I. & AGCII Information
(non-foreign)

1 Foreign Director
 1 Foreign Advisor
 1 Foreign Co-ordinator
 1 Foreign Field Advisor

For a Foreign



A.I. Project — Project Dir.

(A.I.) [Co-ordinator]

[1/2 time load]

[Basic pay]

Planning Mgr. (Co-ordinator)
 [Foreign Co-ordinator]
 [Proj. Dir. Ass.] (A.I.)

Project Dir. [Project Dir.]
 [Foreign Co-ordinator] (A.I.)
 [1/2 time load]
 [Basic pay]

1 Brazilian
 1 Foreign

Project A [Project A]
 [Foreign]

2 Brazilian
 1 Foreign

Project B [Project B]
 [Foreign]

3 Brazilian
 2 Foreign

Project C [Project C]
 [Foreign]

3 Brazilian
 1 Foreign

Project D [Project D]
 [Foreign]

See Table totals

Personnel Totals

Customer Totals

1 Brazilian Project Director
 1 Foreign Advisor to Director
 1 Foreign Co-ordinator
 9 Brazilian Field Workers
 5 Foreign Field Advisors
 17 Total Personnel

Total Staff: 8
 2 Project Directors
 2 Foreign Advisors
 2 Foreign Co-ordinators
 1 Training Director
 1 Foreign Proj. Advisor
 Total Field: 50
 19 Brazilian Field Workers
 11 Foreign Advisors
 Total Personnel: 53

TRANSLATION

IIES - SCIENTIFIC AND SOCIAL STUDIES
131 Rua Baia, São Paulo, Brazil

February 28, 1966

Mr. Joseph H. Blatchford
Executive Director
ACCION International
145 East 52nd Street
New York, N.Y. 10022

Dear Mr. Blatchford:

It was a great pleasure for all of us to have the opportunity to meet you during your recent visit to São Paulo.

As we advised you during the meetings held here, your consultation with us regarding the possibility of developing a plan similar to that being carried out by ACCION International in Venezuela, is exceeding opportune. Again as we mentioned, this Institute has been trying, for better than one year now, to carry out a project in community action which could serve as a model for the organizing of a fair greater number of civic centers in order to promote this type of community action in their respective communities. Because we want this work to be carried out in a scientific manner and in accord with the community conditions, we encountered, and still encounter, a serious obstacle: securing social workers who are really capable for the type of work which we want to do. The information which you gave us about the activities in Caracas confirmed our conviction that only with a perfect joining of interests and forces on the part of the professionals and the members of a given community is it possible to arrive at worthwhile results. Moreover, from such a work will accumulate a valuable fund of knowledge and practical experience which will, in turn, contribute to the effectiveness of each new undertaking.

You may be certain of our decision to obtain the assistance of ACCION International for our program of civic centers for community action. We appreciate immensely your concepts about the convenience and the possibility of initiating a study and a solution of some of the typical problems of "favelas" in our large cities. Moreover, at the next opportunity we would very much appreciate discussing with you the problems - perhaps even more serious and inhuman - which exist among the inhabitants of the slums of these same cities.

We await word from you regarding the first steps which we ought to take in order to speed up the initiation of an intense cooperation between your organization and our Institute.

Very cordially,

(s) Paulo Ayres Filho
President