

AID 1020-25  
**PROJECT APPRAISAL REPORT (FAR)**  
 (U-44) See M.O. 1024.1

SECURITY CLASSIFICATION  
**UNCLASSIFIED**

001 PROJECT NUMBER  
**5200187 (4) D.**  
**520-11-810-187** Reference Center  
 Room 1000 NS  
 230

OUR FAR NO. DATE OF U.S. OBLIGATION SPAN  
 AS OF: 12/30/69 FY 67 only TRU FY

004 PROJECT TITLE  
**RURAL COMMUNITY LEADERSHIP & MODERNIZATION  
 Pilot Plan for the Northeast**

OR COOPERATING COUNTRY REGION - AID/W OFFICE  
**GUATEMALA**

**PDAAA-493-EI**

**006 FUNDING TABLE**

AMOUNT DOLLAR PLANNING OBLIGATIONS (0000)	TOTAL	CONTRACT CONTRACT	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE SET THRU ACTUAL YEAR (FY 1969)	7000							240		57	
OPERATIONAL YEAR											

000 VALUE OF COMMODITIES ACTUAL Operational Year Program

**007 IMPLEMENTING AGENCY TABLE**

For each activity, including those not employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate description code in parentheses and coding guide provided below.

TYPE CODE	DESCRIPTION	IMPLEMENTING AGENCY	TYPE CODE		CONTRACT/ PASA/ VOLAG NO.	LEAVE BLANK FOR AID/W USE
			b.	c.		
1.						
2.						
3.						

**PART I - PROJECT IMPACT**

**1.A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.**

This extremely descriptive should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last FAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated savings compared to costs, i.e., efficiency in resource utilization;
- (4) the overall relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above narrative, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can also be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous Part has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

THE NARRATIVE OVER PART I-A (Continue on form AID 1020-25 I as necessary):

This FAR covers a terminated sub-activity of Project 520-11-810-187, Rural Community Leadership and Modernization. All funds were obligated in FY 1967, but implementation did not terminate until April 30, 1969. Most of the information presented here was drafted originally in the form of a Project History and Analysis Report, which was not submitted. See attachment for further information on background, design, and implementation of the project.

MISSION DIRECTOR SIGNATURE DATE

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4/30/69

## OBJECTIVES

### LONG-RANGE:

To improve the relations between the Government of Guatemala and the people of the Departments of Zacapa and Izabal.

### SHORT-RANGE:

To improve the rural infrastructure through implementation of community self-help projects involving the local people as participants and contributors.

To strengthen the channels of communication between the people and the government by promoting the active "partnership of the people and the Government".

## ACCOMPLISHMENTS

Whereas the people of the area formerly resented the central government and complained of endemic governmental neglect of their region, they now:

1. Work harmoniously and with increased confidence with GOG representatives.
2. Speak with pride of many community-betterment activities in which they worked with GOG representatives.
3. Express gratitude that the government intensified and improved its services and assistance to the area.

There is no doubt about the new and improved attitude of the people towards the government. This was the primary goal. In the pursuit of this objective, a total of 1344 "partnership" operations were carried out.

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**PART I-B - PROJECT EFFECTIVENESS**

009 I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3 ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	<p>There was no PIP for this terminated sub-project.</p> <p>See Attachment for project outputs.</p>					

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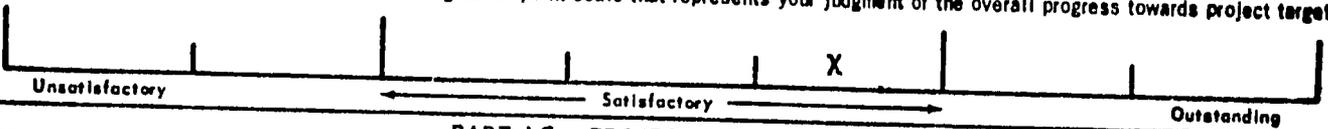
520-11-810-187

PART I-B - Continued

010

B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	b. SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
	(1) Elimination of insurgent threat and promotion of economic/social development in Northeast area.	3	2
	(2)		
	(3)		
	(4)		

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 1):

In some respects, this project was ad hoc in nature and its goal a very short-term one--i.e., the pacification of the Northeast area. It was designed for this particular purpose and once the goal had been achieved the project terminated. However, the Pilot Plan also served as part of the broader country-wide GOG/AID rural development program which still continues.

The project may be considered to have fulfilled its purpose satisfactorily and to have made a valuable (though not critical) contribution to the pacification of the Zacapa-Izabal area in 1967-68.

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**520-11-810-187****PART I-C - Continued****C.2 - GENERAL QUESTIONS**

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	N
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	NA
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	N
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	N
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <b>NARRATIVE FOR PART I-C.2</b> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	

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**PART II - IMPLEMENTATION REPORT**

**II-A - STATUS OF SCHEDULE**

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN, ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	There was no PIP for this terminated sub-project.			

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PART II - Continued

023 WAS II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	
(b) Ahead of schedule	X
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:	X	032 Quality, comprehensiveness and candor of required reports	
025 Adequacy of technical knowledge		033 Promptness of required reports	
026 Understanding of project purposes		034 Adherence to work schedule	
027 Project planning and management		035 Working relations with Americans	
028 Ability to adapt technical knowledge to local situation		036 Working relations with cooperating country nationals	
029 Effective use of participant training element		037 Adaptation to local working and living environment	
030 Ability to train and utilize local staff		038 Home office backstopping and substantive interest	
031 Adherence to AID administrative and other requirements		039 Timely recruiting of qualified technicians	
		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:	X	TRAINING UTILIZATION AND FOLLOW UP	
PREDEPARTURE		052 Appropriateness of original selection	
042 English language ability		053 Relevance of training for present project purposes	
043 Availability of host country funding		054 Appropriateness of post-training placement	
044 Host country operational considerations (e.g., selection procedures)		055 Utility of training regardless of changes in project	
045 Technical/professional qualifications		056 Ability to get meritorious ideas accepted by supervisors	
046 Quality of technical orientation		057 Adequacy of performance	
047 Quality of general orientation		058 Continuance on project	
048 Participants' collaboration in planning content of program		059 Availability of necessary facilities and equipment	
049 Collaboration by participants' supervisors in planning training		060 Mission or contractor follow-up activity	
050 Participants' availability for training		061 Other (describe):	
051 Other (describe):			

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**PART II-B - Continued**

**3. FACTORS-COMMODITIES**

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	X	064 NO COMMODITY ELEMENT	Factor Description	Grade
					072 Control measures against damage and deterioration in shipment.	P
065					Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).	P
					073 Control measures against deterioration in storage.	P
066					Quality of commodities, adherence to specifications, marking.	P
					074 Readiness and availability of facilities.	P
067					Timeliness in procurement or reconditioning.	P
					075 Appropriateness of use of commodities.	P
068					Timeliness of shipment to port of entry.	P
					076 Maintenance and spares support.	P
069					Adequacy of port and inland storage facilities.	P
					077 Adequacy of property records, accounting and controls.	P
070					Timeliness of shipment from port to site.	P
					078 Other (Describe):	
071					Control measures against loss and theft.	P

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 **NARRATIVE FOR PART II-B:** (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-251 as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.



(See following page.)

## A.I.D. PERFORMANCE

### PLANNING

Planning for the project was minimal. There were no base-line studies in existence on which to predicate a specific program. Guerrilla pressures and time limitations precluded implementing a meaningful study subsequent to the time when it was decided to participate in the Plan Piloto. Furthermore, campesino resentment towards the central government complicated planning. It was not known to what degree he would be willing to participate. Under these conditions any planning would have had little reality. The ad hoc approach worked well and no serious deficiencies resulted.

### FINANCING

The USAID Mission decided to contribute \$280,000.00 to the Plan Piloto operations from contingency funds. Of this amount, all except \$50,000.00 was allocated to commodities as budgetary support. The remaining \$50,000.00 was set up to work, on a matching basis (quetzal for dollar), to finance community self-help projects.

Performance in supplying funds and commodities presented no problem to the Mission and project operations were not hampered at all because of financing problems.

### IMPLEMENTATION METHODS

The GOG had already begun Plan Piloto operations when AID decided to join in the effort. Implementation of the AID assistance was, therefore, simple. Project agreements were prepared and signed. Funds and commodities flowed shortly thereafter.

### TIME SCHEDULES

The President of Guatemala announced the Plan Piloto in December of 1966. In April of 1967, representatives of AID and the GOG signed the project agreement through which AID was to make its contribution. From the beginning it was understood that the project would be funded on a one-shot basis. Thus, the time factor was well established from the beginning--a two-year period beginning April 6, 1967.

AID's contribution was timely and its phasing out in 1969 was again timely.

## PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block enter only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

## SPECIFIC OPERATIONAL FACTORS:

080	Coordination and cooperation within and between ministries.	
081	Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082	Availability of reliable data for project planning, control and evaluation.	N
083	Competence and/or continuity in executive leadership of project.	P
084	Host country project funding.	N
085	Legislative changes relevant to project purposes.	N
086	Existence and adequacy of a project-related LDC organization.	P
087	Resolution of procedural and bureaucratic problems.	
088	Availability of LDC physical resource inputs and/or supporting services and facilities.	P
089	Maintenance of facilities and equipment.	N
090	Resolution of tribal, class or caste problems.	P
091	Receptivity to change and innovation.	
092	Political conditions specific to project.	
093	Capacity to transform ideas into actions, i.e. (by implementation) project plans.	P
094	Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	N
095	Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096	Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097	Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	P
098	Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:		
099	Level of technical education and/or technical experience.	
100	Planning and management skills.	
101	Amount of technician man years available.	P
102	Continuity of staff.	N
103	Willingness to work in rural areas.	P
104	Pay and allowances.	
105	Other:	P

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

(See following 3 pages.)

## COOPERATING COUNTRY PERFORMANCE

### HIGH-LEVEL INTEREST

This type of project cannot be successful without the full support of the Chief Executive and his top-level administrators.

The President of Guatemala demonstrated his concern and interest in the Plan Piloto by:

1. Publicly announcing the Plan Piloto and inviting the people to join in the effort.
2. Urging the GOG field agencies to intensify their operations in the area of the Plan Piloto.
3. Creating a Plan Piloto "Coordinating Office" and establishing it within his own Secretariat under the direction of his own brother.

The Ministers of Government, Health, Education, Agriculture, Communications, and Public Works, and of Defense, as well as the heads of independent agencies (Agrarian Institute, Acción Conjunta, SCICAS-Agricultural Credit, the Institute for Municipal Development, etc.) and the alcaldes municipales in most cases supported the project--principally by increasing inputs of personnel, equipment and materials for operations, and funds for "beneficiary" programs.

The Governor of the Department of Zacapa was active and effective in stimulating interest and support for the Plan Piloto.

Further evidence of the Government's interest and good will towards the area of the Plan Piloto is the fact that it has carried out a strong public works program in the area. Credibility in the "partners for development" concept on the part of the people has been strengthened by the following major projects:

1. Construction of the Gualán bridge over the Motagua River.
2. The construction and paving of the road between Río Hondo and Esquipulas.
3. Construction of the La Fragua Irrigation System.
4. The construction of the road from La Ruidosa (on the Atlantic Highway) to the Río Dulce and on towards Petén.
5. The construction of the new port facilities at Santo Tomás (formerly Matías de Gálvez).

6. The construction of the Banco de Guatemala building in Zacapa.
7. The construction of the Communications building in Zacapa.
8. Construction of a major stud farm in the parcelamiento of Santo Tomás.

#### ADMINISTRATIVE PROBLEMS

No special administrative arrangements (except the Coordinating Office--that did not coordinate, but served instead as a "pressure" unit) were established. As a result:

1. Personnel appointments were almost always delayed.
2. Local chiefs had little or no authority to make rapid decisions--almost everything was decided in Guatemala City.
3. Purchasing of equipment and supplies, even when money was available, was agonizingly slow.
4. Agencies observed no program discipline. Example: Acción Conjunta taught illiterates, built roads, taught agriculture, built schools, and treated people suffering with intestinal parasites--all in an area where agencies of special jurisdiction were operating. There was no high-level or even agency "program control" to prevent duplication and "invasion".

The "Coordinator" of the Plan Piloto was a brother of the President and filled another top position in the President's Office. Result: Top leadership did not consistently lay out policy guidelines. Similarly, the Deputy Coordinator was partly ineffective because he was an army officer on active duty--often more concerned with the wishes of the Minister of Defense than with legitimate needs of the Plan Piloto.

The Plan Piloto had no effective program for evaluation of efforts.

#### TECHNICAL FACTORS AND OBJECTIVES

No special technical factors were involved.

The objective of the Plan Piloto was clear: Promote the partnership of the people and the Government in development and so gain the loyalty of the people. GOG agency objectives, however, did not change. Participation in the Plan Piloto amounted to "continue doing what you have done in the past but try to do it better and more often and involve more of the local citizenry".

## LEGISLATION

Not a factor.

## FINANCIAL SUPPORT

Faced with fundamental economic problems, the Government did not have the means to funnel large amounts of special funds to the area or the Plan Piloto. The GOG field agencies in the beginning felt the pinch of austerity. Obtaining allocation of funds was difficult. Acción Conjunta suffered heavily because it was almost abolished at the end of 1967. However, in spite of economy measures, a substantial amount of money eventually was allocated in support of the project. This permitted an increase in the number of field employees and provided fairly adequate funding for their support. Funds for extending loans to farmers and to municipalities also were adequate.

## POLITICAL CONSIDERATIONS

The most important political factor involving the Plan Piloto was the presence of communist guerrilla bands in open insurgency against the constitutional government. The insurgents, who included some local peasants, terrorized the citizenry in the villages--kidnapping and murdering those who failed to cooperate with them. Farmers reduced their farming operations so as to reduce their exposure to danger; traffic on the Atlantic Highway was harassed; local authorities were frequent targets for assassination; and GOG field agents curtailed their work in isolated areas and even refused to venture forth in public at night. Thus, in addition to its historical underdevelopment, the area's economy was further restricted by the guerrilla terrorism.

In this highly complex political environment, the campesino collaborated with the guerrillas because of fear, yet hated them because of the terrorism they caused. He could not effectively oppose the guerrillas' abuses without resources which could only come from "the establishment", which he also resented.

Into this paradoxical situation two new elements were introduced--arms for campesinos deputized as "comisionados militares" (a sort of army auxiliary), and government sponsorship of the partnership movement of "the people and the Government" for development. The campesino saw in these elements how to deal with the guerrillas and how to satisfy some long-felt community needs. Result: He took the guns offered by the army and helped to drive out the guerrillas. Further, following the beneficial partnership with the armed forces in eliminating the guerrillas, he enthusiastically joined in self-help community action operations working closely with representatives of the government agencies, and thus terminated the old antagonism against the central government. Undoubtedly, this change in attitude was the Plan Piloto's principal and most meaningful achievement.

106. This project should be continued in the following areas:

Indicate in a brief paragraph the reasons why you believe the project should be continued in some or all of the areas listed below. If you believe the project should be discontinued in some or all of the areas listed below, indicate the reasons why. For example, changes should be made in the following areas:

- 1. better management of the project
- 2. additional resources should be provided
- 3. provide additional resources
- 4. give more emphasis to the following areas

107 NARRATIVE FOR THIS PROJECT

N/A - This area was not used in this project

- 108 This project should be continued in the following areas:
- 1. Continued as currently planned
- 2. Continued with minor changes
- 3. Continued with significant changes
- 4. Extended beyond its present boundaries
- 5. Substantially revised
- 6. Evaluated in depth to determine its future
- 7. Discontinued as it does not meet its objectives
- 8. Other Explain in comments

109 NARRATIVE FOR THIS PROJECT

N/A

PAR ATTACHMENT  
Pilot Plan for the Northeast

HISTORICAL

In November of 1960, a group of civilian and military men staged an unsuccessful armed revolt seeking to overthrow the constitutional government of the Republic of Guatemala. Frustrated in their attempt, they took to the mountainous highlands (Sierra de las Minas) of the country in an imitation of the 1959 Fidel Castro operations in the Sierra Maestra of Cuba. This admittedly communist insurgent group became known as the Fuerzas Armadas Revolucionarias (FAR).

The FAR based its insurgent operations in the highly inaccessible terrain of the mountains in north-eastern Guatemala. This region of Guatemala is populated almost exclusively by descendants of immigrants, mostly Spaniards who followed the Conquistadores to the New World.

Beginning with its earliest colonization, the Northeast, because of a formidable mountainous barrier separating it from the rest of the country, suffered from isolation and what the locals called "backness". Left pretty much to their own devices, the people of the region had to carve out a meager existence in a very inhospitable climate and terrain. The men of the area became rugged, belligerent, suspicious, and competent backwoodsmen--ready, willing, and able to fight anyone, anywhere, and for any reason. It became a region of "Hatfields and McCoys" feuds which, however, were usually subsided whenever there was an opportunity to join in the popular common cause, an uprising against "the establishment"--the central government.

Successful operations, in order to function effectively, require troops highly accessible to control forces, a friendly populace, and men competent in the use of weapons and willing to take up arms against the government. All of these ingredients were present in the Northeast in 1959. Thus, it is obvious why the FAR chose the region for its insurgency operations.

The main seaport for Guatemala is Santo Tomás (in the Puerto Barrios area) on the Atlantic coast. The only road connecting the port to the Capital City parallels the Sierra de las Minas. For the FAR this location furnished an ideal opportunity for "hit and run tactics"--the stock and trade of guerrilla movements--against traffic on the country's most vital highway.

The region, therefore, suffered from murderous ambushes against the military forces; farmers were unable to till much of their land

for fear of reprisals from the FAR who wanted to paralyze the economy; leading citizens and local authorities who did not side with the FAR were kidnapped and assassinated; vital passenger and freight traffic was harassed; and terrorism and violence were prevalent throughout the area.

The counter-insurgency measures of the governments of two administrations (President Ydígoras and Chief of State Peralta Azurdia) failed to suppress the guerrilla movement.

Thus it was that on assuming office in July of 1966, the Méndez Montenegro administration was, among other things, confronted with a somewhat successful guerrilla operation--in that it had survived for over five years.

The government first offered amnesty for those guerrilleros who would lay down their arms. The offer received a negative response. The government then undertook two courses of action - a "hard" and a "soft" course. The "hard" course was increased military pressure; the "soft" course was to approach the rural citizens (upon which guerrillas depend in order to function effectively) to join "The Partnership of the People and the Government for Development". More specifically, the President announced a Partnership project for aided self-help operations for the Departments of Zacapa and Izabal. Thus, the Plan Piloto for the Northeast was born.

THE INTENDED ROLES AND RESPONSIBILITIES

Participants:

This program involved:

1. The people of the Departamentos of Zacapa and Izabal.
2. The local (Municipio) Government.
3. The Departmental authorities (Governor).
4. Local units of GOG field agencies.
5. The Central Government (The Presidential Secretariat).
6. AID.

Intended roles and responsibilities:

The People:

A fundamental aspect of the program was the active and conscious involvement of the people as participants and contributors in planning and action. This participation was to be channeled through local self-help groups which would:

1. Hold meetings, conduct problem studies, discuss issues, elect and support group officers.
2. Make known the felt needs of the community.
3. Establish project priorities.
4. Present project proposals.
5. Promote the acquisition of necessary project resources.
6. Undertake action programs by contributing:

Hand labor

Land

Local materials (sand, gravel, etc.).

Limited amounts of cash.

The people were expected to be a real and dynamic part of the "Pueblo y Gobierno" partnership, working closely with local authorities and with local representatives of the GOG field agencies.

The Local Government:

Local government plays a vital role in self-help activities. Active involvement of the local government was fully anticipated. This involvement, when translated into project realities means:

1. Serving as a "bridge" between the people and the GOG action agencies.
2. Stimulating the citizenry to participate in the activities being promoted.

3. Supplying some clerical service.
4. Contributing funds to community-betterment projects.
5. Generating confidence in the "Pueblo y Gobierno" partnership.

The Departmental Authorities:

Departmental Government in this case refers principally to the Departmental Governor. The Governor was to:

1. Stimulate the citizenry to participate in the Plan Piloto and generate confidence in the "partnership" of the people and the Government.
2. Expedite authorizations for community fund-raising committees.
3. Inspect and evaluate projects and operations.
4. Inaugurate projects.
5. Report project development to the President's office.
6. Serve as local coordinator of the Departmental Plan Piloto Inter-Agency council.

Local Units of the GOG Field Agencies:

The local units of the GOG field agencies were scheduled to play the principal part of the government's share of the "Pueblo y Gobierno" partnership. These agencies were to be responsible for:

1. Making their presence felt.
2. Intensifying their inputs of personnel and resources.
3. Encouraging "partnership" operations.

The Central Government (The President's Secretariat):

The Central Government was scheduled for active participation in the Plan Piloto as follows:

1. Ministers and agency chiefs were to give high priority to personnel and resources inputs to activities in the Northeast.
2. The Secretaría de la Presidencia (President's Secretariat) was to:
  - a. Furnish the general guidelines for the Plan.
  - b. Supply top-level coordination.
  - c. Serve as the "lever" for exerting executive pressure on lagging GOG programs and agencies.
  - d. Insure timely arrival of GOG inputs (funds, materials, equipment, administrative and technical personnel).

- e. Provide the official public relations functions for the project.
- f. Promote the integrity of the program.
- g. Report Plan Piloto developments to the President.

AID:

AID's role and responsibility:

1. To supply some supporting economic assistance.
2. To supply one full-time technician for liaison and technical advice in community involvement.
3. To supply technical support as needs developed in the traditional rural fields (agriculture, health, and education).

#### OVERALL MAGNITUDE OF NEEDS

The Departments of Zacapa and Izabal together constitute 11% of the land area of the country. Approximately 200,000 persons (representing about 6% of the country's population) reside in 696 communities. The precise quantitative magnitude of the needs addressed is not available due to the absence of preliminary base-line studies. Further, available statistical data is of doubtful value. What is known, as has been stated above, until recently the area was virtually isolated because of travel difficulties and as a result, in the course of time, the needs of the area in all fields (health, education, agriculture, roads, housing, potable water, nutrition, etc.) became severe. In attempting to ascertain the magnitude of the problem faced, it should suffice to say that in what is a very underdeveloped country this area was one of the most underdeveloped. Because of GOG funding and personnel constraints not all problems could be simultaneously addressed with the same intensity. Instead, the approach selected was to respond to the most felt needs of the people--through aided self-help projects of their choosing.

PROJECT RESULTSNumber of Activities Realized

Department of Zacapa: 940  
 Department of Izabal: 404

Number of Communities Reached by Programs or Activities

<u>Department</u>	<u>Number of Existing Communities</u>	<u>Number Reached</u>
Izabal	287	152
Zacapa	<u>409</u>	<u>163</u>
	696	315 (46%)

The "partnership" involved working contacts between the government employees and the local people. The locals participated as:

1. Committee members (promotional).
2. Contributors (planning, labor, materials, money).
3. Beneficiaries (or programs and projects).

The following table details the participation of communities and individuals, number of people benefited, and project accomplishments.

ACTIVITY	COMMUN. PARTICIPATING	INDIVIDUALS PARTICIPATING		BENEFICIARIES	ACCOMPLISHMENTS
		Local	GOG		
1. Creating schools	70	350	10	3,500	70 new schools created
2. Building school-houses	147	1,995	157	5,880	147 schoolhouses
3. Assembling school chairs/desks	205	1,525	390	14,450	14,450 students accomodated
4. Teaching adults to read and write	112	336	131	3,450	3,450 taught
5. Establishing community libraries	12	120	28	3,900	13 new community libraries
6. Creating new teaching positions	91	690	15	1,250	138 new positions
7. Provide school lunches	255	1,550	270	22,585	22,585 children received lunches
8. Building health centers	4	56	16	(I.E.)	4 new health centers
9. Building first-aid stations	4	140	5	(I.E.)	4 new first-aid stations
10. Supplying medical assistance	88	208	88	327,627	327,627 recipients of med./hosp care
11. Installing latrines	30	95	20	16,185	3,237 latrines
12. Building houses for low-income families	2	0	7	2,500	500 units built
13. Supplying nutritional assistance	40	95	40	17,400	17,400 recipients
14. Teaching food preservation/conservation	5	49	7	245	49 housewives taught
15. Treating for relief of intestinal parasites	60	(I.E.)	(I.E.)	34,939	34,939 persons treated
16. Spraying houses for malaria control	696	900	75	179,743	50,207 houses sprayed.
17. Drilling wells for potable water	29	55	12	6,539	25 wells successfully drilled

I. E. = Included elsewhere in another figure.

ACTIVITY	COMMUN. PARTICIPATING	INDIVIDUALS PARTICIPATING		BENEFICIARIES	ACCOMPLISHMENTS (8)
		Local	GOG		
18. Installing gravity-flow water systems	13	65	52	4,000	13 communities provided with systems
19. Building sports facilities	9	45	18	900	9 community facilities built
20. Supplying farm mechanization service	20	410	27	2,050	410 farms serviced
21. Building fish ponds on farms	2	2	6	55	2 ponds built
22. Planting fingerlings in farm ponds	6	9	6	(55)	22,280 fingerlings planted
23. Distributing land under the agrarian program	3	429	6	2,145	429 families received land
24. Teaching agriculture (Mobile Ag. School)	40	309	45	1,545	309 farmers taught by MAS
25. Supplying farm credit to farmers (SCICAS)	53	252	9	1,260	\$1,295,048 loaned
26. Organizing and supporting agricultural coops	19	95	11	4,880	19 coops organized and/or aided
27. Building irrigation systems	6	77	9	475	6 new irrigation systems
28. Organizing 4-H clubs	10	44	11	250	10 4-H clubs organized
29. Supplying fruit-tree seedlings at low cost	54	140	15	5,000	726,975 commercial seedlings provided
30. Increasing Agricultural Extension services	8	40	13	1,600	8 new Ag. Extension Service agencies opened
31. Improving livestock production:	10				
Hogs		60	11	750	30 selected boars introduced
cattle		0	15	NA.	\$90,000 invested by INTA in breeding station.
Poultry		30	4	1,000	5,000 selected chicks introduced.

ACTIVITY	COMMUNS. PARTICI- PATING	INDIVIDUALS PARTICIPATING		BENEFICIARIES	ACCOMPLISHMENTS
		Local	GOG		
32. Installing trial plots for new crops and seeds	22	150	15	250	336 trial plots established for vegetables, corn, beans, sugarcane, and fruit trees.
33. Assisting to increase rice production	9	22	9	4,750	950 farm families received tech. assistance, improved seed, and credit for rice production.
34. Assisting to increase banana/platano production	11	13	4	1,500	300 families received tech. assistance, seed, and credit for banana/platano production.
35. Assisting to improve tomato production	21	14	5	2,500	500 families in Zacapa received tech. assist. and credit (\$468,600) for tomato produc.
36. Assisting with crop diversification efforts	15	120	12	4,000	800 families received tech. assist. seed, and credit to plant tobacco, melon, onions, cucumbers, peppers
37. Promoting INFOM loans for community projects	(I.E.)	(I.E.)	(I.E.)	(I.E.)	\$185,340 loaned by INFOM to municipios
38. Establishing agency centers for community development	4	40	24	(I.E.)	4 Community Development centers created
39. Training local persons for community leadership	27	33	10	810	33 locals trained
40. Assisting and supporting credit unions	3	15	3	150	3 new credit unions formed
41. Organizing housewife clubs	15	125	25	500	15 clubs organized
42. Building or improving farm-to market roads and bridges	56	390	27	13,500	36 roads built or improved (incl. R. bridges)
43. Extending electric service to new areas	21	60	12	12,000	19 communities provided electricity
44. Organizing community-service committees	313	626	210	(I.E.)	313 local Action Committees organized

(9)

I.E. = Included elsewhere in another figure.