

**AIRGRAM**

**DEPARTMENT OF STATE**

5220091 (2)

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FROM - TMOUCIGALPA

SUBJECT - NONCAPITAL PROJECT PAPER (PROP)

REFERENCE -

COUNTRY: HONDURAS

Project No. 522-15-810-091.2

Submission Date

Original X Revision No. \_\_\_\_\_

Project Title. CIVIC DEVELOPMENT (AGRARIAN REFORM)

U. S. Obligation Span: FY 1968 through FY 1971

Physical Implementation Span. FY 1968 through FY 1971

Gross life-of-project financial requirements:

U.S. Dollars \$ 301.2

(for food projects show CCC value including estimated ocean freight)

U.S.-owned local currency ---

Cooperating country cash contribution 247.0

Other donor ---

(for food projects, including voluntary agency contributions)

Totals 548.2

For food projects show total tons ---

PAGE	PAGES
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OTHER AGENCY

*State  
Crim  
MIA  
BB*

DRAFTED BY <i>AGregg/ConDev</i>	OFFICE USAID/E	PHONE NO.	DATE	APPROVED BY <i>[Signature]</i> DIR: Robert J. Hingon
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AID AND OTHER CLEARANCES

E.P. Astle: PrtDev  
W.L. Emery: PrtDev

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### A. Summary Description

In order that both the USAID/Honduras and INA may meet their goals, it is imperative that there be a much greater participation of the campesinos with INA in the development and administration of their program. The major obstacles to such participation lie both within INA and with the campesinos themselves, particularly the latter. A special effort is required to motivate, encourage and assist the campesino to seek and accomplish this participation because without it, the INA program will have limited success.

In view of the inability of INA to develop such a program with their own resources, a contract between INA and the International Development Foundation (IDF) has been negotiated. This contract provides for the technical services of IDF to be used in the design and implementation of a leadership training and civic development program sponsored by INA to encourage popular local participation in their programs.

The goals of this project, consistent with that expressed in the above paragraph and in Title IX of the Foreign Assistance Act are to assist the Agrarian Reform Institute (INA) in securing greater participation of the campesino in the development and administration of their program and to increase the effectiveness of its own personnel and its own administrative response to the needs of the campesino.

### B. Setting

In Honduras, as in the majority of Latin American countries, are encountered political and social mechanisms that were designed and continued in the main to be responsive only to the desires of the elite or a small minority. Within this system, there is lacking the civic maturity and public administrative competence that comes from long acceptance of and practice with the responsibilities and obligations of government and citizenry in a democratic state. As a result there is a wide gulf between the government and the rural or citizenry who represent nearly 80% of the population, rarely touched by government policy or program and with little practical influence in these policies or programs.

Because of this wide gulf, the effectiveness of reform-oriented programs has generally been blunted because of the lack of informed local community leaders through whom matters of such vital public interest could gain mass dissemination and, most importantly, understanding and acceptance. By such injection of ideas and programs, without the participation of the citizenry in the decision-making process of the Government, or at least of their understanding, then public resistance, apathy or hostility will continue to be an obstacle.

Within the Civic Development Division of USAID/Honduras, increasing emphasis has been given to the need to orient or develop programs toward decreasing this gap between the Government of Honduras and its citizenry by the development of a responsible and participant civilian leadership which in cooperation with a responsive Government can make more effective current socio-economic and civic programs.

Of significant interest to USAID/Honduras is the gradual acceptance by some key governmental officials and also leaders in the private sector of the need to meet this challenge. An example of this acceptance is the request from the Director of the National Agrarian Institute (INA) for assistance in establishing a leadership training and civic development program within INA, consistent with the above philosophy. In addition to the grass-roots approach, INA has also included in its request assistance in increasing the effectiveness of its own personnel and its own administrative response to the needs of the campesino.

The Agrarian Reform Agency (INA), established in 1961 by Legislative Decree has the following basic programs:

- a) Re-allocation of land
- b) Land and title survey
- c) Planning and execution of agricultural development programs
- d) Administration of re-settled campesinos in new communities
- e) Organization of cooperatives
- f) Credit to campesinos and cooperation
- g) Community development

In the majority of these programs, INA has received and continues to receive outside technical and financial assistance from both U. S. and European sources. However, all of this assistance has been focused on specialized technical or skills training to the exclusion of leadership training. As a result, INA has failed to develop a base of popular participation or support for their programs within the very social and economic group that they are to serve. Compounding the problem is a lack of any vehicle or structure through which INA and the campesino can effectively communicate with each other and arrive at mutual understanding and support.

The major obstacles to widespread conscious participation of the people in the process of civic development, as set forth in the Civic Development Sector Analysis, are:

1. The cultural, educational and social characteristics of the people, which require that much effort be put on the attitudinal change bases of civic development.
2. The ubiquitous "latron" mentality which prevails throughout the society

and its institutions, and is difficult to dislodge even from individuals who earnestly wish to help the people.

3. The inability of resource institutions, particularly government institutions, to respond to the needs of the communities, or to take advantage of the human resource capabilities of the communities even when they are well organized and ready to act.
4. The lack of communications which results in the physical, intellectual and social isolation of the vast majority of communities in the country.
5. The lack of a feeling of "belonging" among those who have uprooted themselves and moved to urban areas; and
6. The present lack of facilities to train, put into the field, and back-stop the personnel needed to carry on a consistent, widespread, and cohesive program of helping the people prepare themselves for, and get started on, participation in the economic and social development process.

#### C. Strategy

The overall strategy of this project is consistent with that described in the Civil Development (Leadership Training) ~~SR-15-810-091.1~~.

- 1) Development of motivation, attitude-change and capacity to participate on the part of the campesinos involved in IMA programs in land-reform:
- 2) Training, orientation and development of leadership at all levels to encourage this motivation and to assist the campesinos to attain full participation, and
- 3) Development and orientation of the IMA administrative structure through which trained and inspired leadership can bring about an effective relationship between the disposition and capacity of the campesinos to participate and the resources and means through which that participation can express itself.

#### D. Planned Targets, Results and Outputs

In order to assist IMA in increasing its capability to fulfill its responsibilities in rural development and the improvement of the relationship of the country's land and human resources, the following targets have been established:

- 1) To increase the professional capacity of INA personnel to encourage and utilize the participation of campesinos in the administration of a land reform program.
- 2) To increase the effectiveness of the INA organizational structure and functions in the administration of a land-reform program which encourages the active participation of the rural population in the entire process.
- 3) To accelerate the rate of development of democratically oriented grass-roots organizations among the campesinos who are the recipients of INA assistance.
- 4) To utilize these grass-roots organizations as a mechanism through which INA can penetrate to rural areas with its services with equality of force and effectiveness and, conversely bring the campesinos as an enabling device to become involved in the planning, executing and utilization of the INA program.

The results, if the above targets are achieved during the three year term of this project would include the following:

- 1) The development of a methodology of effective cooperation between the field personnel of INA and the campesinos, in order to achieve the goals of integrated agrarian reform in the zone of Chaluteca.
- 2) The training and orientation of field staff and other INA personnel in this methodology and
- 3) The training of INA personnel to assume direction of the rural training program and the developed grass-roots campesino organizations.

To accomplish these results, the following will have been established:

- 1) Two training programs with their distinct follow-up activity, one for campesino leaders and the other for promoters and employees of INA who work in the rural areas, as well as for intermediate level personnel of INA.
- 2) A corps of instructors for each training program.
- 3) A series of round tables at various levels within INA for the purpose of clarifying for the corps of instructors and the trainees the goals of INA, and of each section that related to INA's field work, and of the persons who work in these sections.

E. Course of Action

The course of action to be followed by the technical personnel of IDP in cooperation with the staff of INA will be as follows:

IDP will: 1) conduct training of INA promoters, other field personnel and intermediary personnel to act creatively as instructors, government representatives and promoters in programs designed to induce rural populations to participate in rural development activities; 2) develop and conduct a series of roundtables at various managerial levels within INA to assist the INA management in clarifying for itself, the instructor corps and the trainees, the goals, functions and priorities of INA; 3) provide a corps of trained Honduran professionals for each of two training programs; 4) conduct leadership training of small land-holders and farm leaders in rural areas selected by INA; 5) provide counselling for rural trainees in cooperation with INA in designated areas to launch and develop membership organizations; 6) work through INA with all appropriate agencies to develop economic activities of the new membership organization (farming innovations and marketing), which would produce new income for both the membership and their organizations; 7) strengthen the ability of INA to effectively carry out government programs in cooperation with other appropriate entities, designed to improve the living conditions and standards of the rural population.

IDP will establish a center in Tegucigalpa, as a part of INA, to develop initially a team of approximately six Honduran instructors, who will subsequently give courses in one or more rural centers. Subsequent courses will be given to INA promoters and other field personnel as well as INA intermediary personnel designated by the INA Director. Young professionals and limited numbers of university students will be selected by mutual accord with INA to take courses designed to stimulate their interest in the resolution of rural development problems. To meet the trained personnel needs of INA, these courses will also be designed as a personnel selection mechanism for INA.

Utilizing Honduran instructors, and follow-up personnel trained by IDP and other Honduran personnel, four levels of training will be given to selected campesino leaders in the rural zones to be covered by the program. Subjects to be presented in the curriculum include: cooperativism, economics of simple agriculture, community development, leadership, and organization. Advisory assistance to campesino groups resulting from the training will be provided by the rural follow-up personnel to ensure creation of efficient channels of understanding and collaboration between the campesino groups and the responsible government agencies to meet the needs of campesinos seeking to resolve their economic and civic problems. Particular emphasis will be put on the development of various kinds of service mechanisms such as marketing, operated by campesino groups.

#### Tegucigalpa Training Center

IDP will recruit and train a part-time instructor corps from among

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available Honduran professionals who may be able to contribute to courses such as: leadership techniques, community action and organization; design of curriculum and training materials; goal selection; planning; management; organization and integration of campesinos into development programs; and analysis of the context in which development is taking place.

Depending on the needs of the individuals, groups, and institutions in the program, the equivalent of six part-time, four-week courses for 10 to 50 persons will be given in the first year. This may be increased in the second and third years depending on the program's necessities.

Promoters and other INA personnel will be trained in the Tegucigalpa Center in groups of 10-12. Of these approximately half will be chosen to continue their training and practical work in the rural program. The rest will return to their usual jobs, be it with INA or with another organization. It is anticipated that once the system has been established, INA can use it as a selection mechanism for new personnel. The training and practical work for INA personnel will last 5-6 months. The courses will begin about every two months starting in the fourth month of the program.

### Rural Program

#### Office of Services

As a part of the rural program, an office of services will be established to provide counselling assistance to the graduates of the program as they undertake economic activity, such as commercialization of their crops, and will provide assistance to the campesinos in establishing contacts with the private and governmental entities which give credit and technical assistance. The office of services will be responsible for the development and integration of campesino groups which will be formed under this program.

The rural training program will be under the supervision of a Project Officer of IDP. The personnel of the office of services will be INA promoters and other personnel trained in the Tegucigalpa center. The personnel of the service office will rotate. Once they have demonstrated their capacity to work effectively with campesinos, they will return to their usual work and be replaced by a new group. A training center will be established in Choluteca by INA, assisted by a commodity grant of 40,000.00 from AID.

### Training Schedule

#### (a) Preliminary visits

This training is primarily a motivational effort designed to identify

potential leadership material. To begin the process, the team of instructors equipped with a movie projector, makes two-or three-day visits to the communities of the selected zone. The purpose of the visit is to get to know the people, to obtain economic and social data on the region through informal conversations, to show movies in the evenings and to distribute information about future training activities. It is estimated that 1,500 campesinos will be visited in a period of three months.

(b) First-level Training:

The team will invite 20 to 30 persons from each community to participate in a basic course of three days. These courses serve to identify the potential leaders of the community who will attend the second-level courses and also to begin to establish a relationship of interdependence between the leaders and the rest of the community.

The content of these courses will vary in accord with the situation encountered in each community, but generally will include material about leadership, community development and agricultural techniques. During the first six months of the rural program, it is estimated that some 500 campesinos can be trained in some 20 basic courses.

(c) Second-level Training

Immediately following the basic-level courses, the second-level courses will begin. The best five participants from each basic-level course (selected on the basis of instructor observation, participation, exams, and evaluation by fellow participants as well as by the instructors) will receive scholarships for the second-level course.

These will last two weeks and will be for a minimum of 25 persons at a time. The entire training team will be involved in these training activities. The courses will include: cooperativism, organizations and leadership, method of working with governmental agencies, agricultural techniques, group dynamics and rural construction. The participation of representatives of various governmental and private agencies will be stimulated. Four courses will be given for approximately 80-100 participants with leadership potential.

Following these second-level courses, the participants will return to their communities to undertake the task of forming local associations dedicated to local development activity. Personnel from the office of services will provide follow-up visits of consultation and advisory services to the graduates of the courses.

This cycle of training will take approximately three months.

(d) Third-Level Training:

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This level of training will take place for approximately one half of the best participants from the second-level cycle. One course of 7-10 days will be given to about 50 participants. The purpose of this course is to learn the use of analysis and the need to fix priorities. The subjects treated will be the basic problems encountered by the leaders in their communities. This cycle will take a month and a half.

(c) Fourth-Level Training:

The fourth-level courses is organized for the purpose of resolving specific problems encountered in the process of fixing priorities for work in the zone. The duration of the course and number of participants will be established in accord with the needs of the situation.

Comment:

During the first year of the program all four cycles can be completed in the first selected zone, Choluteca.

During the second and third years, the program will be expanded to cover other regions, utilizing the same techniques as described in the preceding paragraphs. After the three years period, the IIA personnel and agency should be equipped to carry on the program without outside technical assistance.

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NONCAPITAL PROJECT FUNDING (OBLIGATIONS IN \$000)

Table 1  
Page 1 of 2  
COUNTRY: HONDURAS

Project Title: AGRARIAN REFORM

PROP DATE:  
Original: XX  
Rev. No. \_\_\_\_\_  
Project No. \_\_\_\_\_

Fiscal Years	AP	L/G	Total	Cont (non add)	Personnel Serv.		Participants		Commodities		Other Costs	
					AID	PASA	CONF	US	CONF	DIR	CONF	DIR
							Ag.	Ag.	US Ag.	US Ag.	US Ag.	US Ag.
Prior through Act. FY 68			162.2	103.7		103.7				8.3		50.2
Oper. FY 69			45.0		0	5.0		0	40.0	0		0
Dudg. FY 70			94.0	64.0		64.0	5.0			0		25.
B + 1 FY 71			0		0					0		0
B + 2 FY 72			0		0					0		0
B + 3 FY 73			0		0					0		0
All Subs.												
Total Life			301.2			167.7	10.0		40.0	8.3		75.2

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CIVIC DEVELOPMENT (AGRARIAN REFORMS)

Project No. \_\_\_\_\_

Table 1  
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Fiscal Years	AID-Controlled Local Currency		Other Cash Contribution Cooperating Country	Other Donor Funds (\$ Equiv)	Food for Freedom Metric Tons (000)	Commodities	
	U.S.	Country				CCC Value & Freight	World Market Price

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Prior through Act. FY 68	0	0	131.3	0	0	0	0
Oper. FY 1969	0	0	0	0	0	0	0
Budg. FY 1970	0	0	115.7	0	0	0	0
B + 1 FY 1971	0	0	0	0	0	0	0
B + 2 FY 1972	0	0	0	0	0	0	0
B + 3 FY 1973	0	0	0	0	0	0	0
All Subs.							
Total Life	0	0	247.0	0	0	0	0

USAID/Toguelgalpa TOAID A-435

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**DEPARTMENT OF STATE**

*Prop. 5220091-2*  
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**TO - Tegucigalpa AIDTO-A 9)**

**FROM - AID/W**

**SUBJECT - Civic Development (Agrarian Reform)**  
**522-15-810-091.2**

**REFERENCE -**

**DATE SENT**  
**8/14/70**

1. AID/W Evaluation Panel reviewed this project on April 1, 1970. The project is approved through terminal year of the project (FY 71). However, the PROP is not entirely satisfactory as it is. Should any extension of this project be considered or a new project projected in this field, the following comments are offered concerning the present project.

2. The principal difficulty concerns the limited focus of the project on simply certain aspects of institutional improvement of IIA. The essential problem addressed in this project is the fundamental one of landless campesinos outside the economic life of the country. Its overall goal, therefore, would appear to be:

- A. Effective reallocation and resettlement of land
- B. Organization of Cooperatives and Credit facilities.
- C. Participation on a broad basis by Affected Campesinos.

The present PROP stresses a course of action directed mainly at contract assistance to IIA. A target for successful completion of this project, however, should not simply be a stronger IIA but specific and verifiable achievements in land reform, production, cooperative development and Campesino participation. Therefore, it is suggested that in any new project, the targets be rewritten in

**PAGE** 1 **OF** 2 **PAGES**

<b>DRAFTED BY</b> Arthur M. Hughes	<b>OFFICE</b> LA/OPNS	<b>PHONE NO.</b> 29882	<b>DATE</b> 8/12/70	<b>APPROVED BY</b> JHeller:LA/DP
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**AID AND OTHER CLEARANCES**  
CWJohnson:LA/DP (Draft) PShraud:ARA/LA/CEN (Draft) MDagata:LA/CEN: (Draft)  
WMEldman:LA/DR (Draft) Baker:LA/OPNS (Draft)

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these terms to spell out just what level of activity in these fields is considered to be a sufficient justification for the AID activity and also sufficient to leave the government of Honduras with a viable responsive and expanding land reform program which can continue without further AID assistance. Needless to say this will require a strong Agrarian Reform Institution which we do not wish to minimize.

3. AID/W is particularly to see a PAR on this subject written in terms of the new targets for accomplishment with particular emphasis, of course, on the extent to which the AID project was brought to bear on the targets treated, and particularly, an evaluation of the effectiveness of the IDF contract.

4. The PROP and PAR should also include benchmarks which indicate what the situation was in regard to these targets in 1968 when the project began i.e. how many cooperatives were there, what was their membership and financial status, what were their production and marketing practices, how much land had been distributed and resettled at that point, to what extent were campesinos participating at that point.

5. The PROP should discuss the relationships of the project to the recently authorized loan.

ROGERS

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