

PI-AAW-842

lan = 53341

17

HEIFER PROJECT INTERNATIONAL  
EVALUATION FIELD TEST III  
GUATEMALA

000496  
000145  
5

932,0079

AID/PIA-6-1188

March 14, 1980

## TABLE OF CONTENTS

	<u>Page #s</u>
I. CONCLUSIONS	1 - 3
II. RECOMMENDATIONS FOR FUTURE PROGRAMMING IN GUATEMALA	4 - 7
III. PROGRAM STRATEGY SUGGESTIONS	8 - 11
IV. BACKGROUND	12 - 14
V. INPUTS	15 - 17
VI. SURVEY OF RESETTLEMENT PROJECTS	18 - 26
VII. REVIEW OF SELECTED HIGHLAND PROJECTS	27 - 33
VIII. TRAINING	34 - 35
Appendix A Follow-up to the Evaluation Field Study	36 - 37
Appendix B Explanatory Notes on Indicators	38 - 42
Appendix C Project Failures	43 - 44
Appendix D Summary of Closeout Report by Fred Harder	45 - 46
Appendix E Translation of the Evaluation Report by the ACAPEC surveyors submitted by Otoniel Fernandez and Rudy Morales	47 - 49
Appendix F Summary of Highland Government Projects	50
Appendix G Summary of Highland Missions	51
Appendix H Summary of Highland Cooperatives	52 - 53
Appendix I Summary Sheet of Evaluation Indicators (Sample)	54
Appendix J Summary Sheet of Evaluation Indicators (Sample)	55
Appendix K List of Twenty-Seven Resettlement Projects - Ixcán From Which Data was used used for Analysis	56
Appendix L Translation of a Letter Received From Don Sibley	57 - 62
Appendix M Fact Sheet on Guatemala	63

## CONCLUSIONS

The H.P.I./ACAPEC supported cattle projects in the colonization areas of the tropical Ixcan and Peten regions have successfully provided development assistance to some of the most disadvantaged rural families in Guatemala. (See Table #4, page 21; Table #5, page 25; Table #6, page 26 respectively.)

The small projects are based upon the group solidarity of participants, local initiative and control, and the "passing on the gift" principle. The benefits which have accrued to these participants to date are not yet primarily economic. They can be understood more in terms of the building of a base for the future, providing milk for local consumption, and stimulating local organizations and joint decision-making. In most cases the amount of assistance from other agencies is minimal or non-existent. These participants need to be extremely self reliant in order to survive.

2. The H.P.I./ACAPEC supported projects in the highlands which developed from local initiative and organization have been more successful than externally initiated, and institutionally based projects. (See Appendices F, G, and H from page 50 through 53 respectively.)

H.P.I./ACAPEC has responded to a wide variety of project requests including those from church and mission groups, communities, cooperatives, educational and other institutions, both state and private. Those projects which have been based upon local initiative and organization have been the most successful in bringing assistance to the target groups. As H.P.I./ACAPEC has matured in its understanding of project work higher priority has been placed on participation in such projects.

3. H.P.I./ACAPEC has participated in projects at two levels: (a) providing a relatively small component of larger projects and (b) providing major assistance to small projects

A higher degree of risk seems to be associated with a higher dependence on outside human and material resources which is characteristic of the large projects in the highlands. However, at times the input of a small percentage

## Guatemala Report

of the total project resources by H.P.I. has been a key factor in stimulating successful projects. The small projects in which H.P.I./ACAPEC has provided the primary input are organizationally strong and are conducive to effective use of H.P.I./ACAPEC support.

4. Those projects, both large and small, that experience the greatest difficulty are characterized by weak project design and overdependence upon one individual. (See Appendix C from page 43 through 44 for a summary of several "Project Failures.")

Many of the difficulties encountered can be attributed to over optimistic project design and scope. Other difficulties arise when implementation revolves primarily around one person, particularly if that person later has to leave the project for one reason or other. This has been true in the case of some small Peace Corps projects and other cases where project management has been weak. The long-range feasibility and success of some of the large projects cannot yet be determined. For example, the Nebaj and Xelae projects have been heavily dependent upon outside assistance from the beginning and are going through a transition period to determine their self-sufficiency capacity.

In some large projects the insufficient preparation of participants and personnel along with the lack of attention to marketing factors have been significant sources of difficulty. The difficulties faced by large projects are more dramatic than by small ones. There is some indication that animal offspring re-distribution and genetic improvement in the region occurs even when projects are beset by internal constraints.

5. The terms and conditions for actual ownership of the cattle by project participants are sometimes unclear.

Even though cattle received are the property of the Livestock Committee until the first offspring is repaid, project participants in the Ixcán expressed uncertainty about the actual legal ownership of the cattle received. Some expressed a fear that H.P.I. might come back to reclaim their cattle in the future. A need was expressed for the cattle to be given a distinctive brand and for certificates of ownership to be issued to project participants by the local Livestock Committee when they have fulfilled

the terms of their agreements.

6. With the major emphasis in the Guatemala program of providing livestock and poultry to as many projects as possible, adequate resources for training and follow-up were not available. (See Section VIII, page 34 through 35.)

Project visitation in the form of extension visits and training sessions have been a part of the program, but an explicitly designed and structured training program has not been initiated or implemented. The success of projects in spite of the lack of training is another indicator of the strength of the project groups, the capability of the H.P.I. representative, and that some projects have a high probability of effectiveness built upon other factors. Almost all project groups surveyed, particularly in the isolated tropical resettlement co-operatives, indicated a need and desire for more training.

7. The planning, administration and implementation of the Guatemala program has been accomplished primarily through the efforts of the resident H.P.I. representative.

The model of operation has been that of giving input support and relating to indigenous groups through follow-up visits and some training. The H.P.I./ACAPEC program does not become directly involved in the administration of projects. The lack of personnel, given the large number of projects, has led to a weakness in the program: that of the lack of sufficient follow-up and training. Building a national counterpart to H.P.I. for carrying out the programs has only been done in terms of building a foundation, and much needs to be done if a viable Guatemalan structure is to carry on the work.

## II. RECOMMENDATIONS FOR FUTURE PROGRAMMING IN GUATEMALA

The following recommendations were formulated on October 24, 1979, by the ACAPEC Committee, H.P.I. field staff and the evaluation team in Guatemala and can be used as guidelines for future programming. They are divided into general and specific recommendation as follows.

### GENERAL RECOMMENDATIONS

1. That ACAPEC begin to study the feasibility of constituting itself as a legal organization in order to assume the responsibility for the program in Guatemala.

The implications of this recommendation are that ACAPEC would obtain legal personality in Guatemala, employ its own personnel and establish contracts and agreements with both Guatemala state and private organizations as well as H.P.I. for future program support. ACAPEC would continue to secure local Guatemalan resources in the form of donated livestock for projects, technical assistance, and time and space inputs for the operation of the program itself.

2. That support for and relationships with the colonization cooperatives in the Ixcán and the Petén continue to be given high priority and that, as a second priority, small projects with campesino groups in the highlands be given support.

This recommendation is based upon the conclusion that these projects have been successful in bringing developmental assistance to some of the neediest people in Guatemala; people who in most cases can be defined as among poorest of the poor. Also, the groups in the Ixcán and Petén are, in many cases, being helped solely by H.P.I./ACAPEC, and this assistance has been helpful in stimulating community solidarity and in bringing about some supplemental social and economic benefits for these people.

3. That a transition period of six months be established for the study of organizational and program alternatives for the future, and that during this period the number of new

projects not be substantially increased.

It is important to consolidate and to strengthen the presently supported projects and to establish a mechanism for replanning and organization. A six-month period is suggested as a timeframe for transition. During this time a study of organizational and program alternatives for the medium range future (three to five years) would be prepared, and the commitment to the formation of a formal organization on the part of member institutions would be determined.

4. That the Guatemala program in the future emphasize the training of local livestock promoters.

The program model suggested is that of training of one or several participants from each cooperative or project group, (livestock promoters) who would be chosen by the community and trained to serve their own neighbors in basic cattle and pasture care and management. This recommendation is based upon the principle of the "multiplier effect" and is acceptable to both the development professionals and project workers encountered in Guatemala, as well as being requested by most of the project groups who were surveyed.

5. It is recommended that the policy of local purchase of livestock be continued.

The local purchase of livestock has been a major emphasis of the Guatemala program, especially acquisition of cattle in the last three or four years, and this has proven to be a successful procedure. There is no need for major importation of livestock from the U.S. except for the introduction of some new genetics from time to time. With regard to the actual level of livestock purchases for the 1980 program, there is a need for decisions on a readjusted and prioritized budget for 1980. The level of program support for Guatemala for 1980 should take into consideration the needs of supporting a transition period of study, the possibility of hiring a Guatemalan animal technician, start-up and operating costs for a training program, increased support for Bryan Steelman, and purchase of a number of livestock so as to give continuity to some ongoing commitments.

SPECIFIC RECOMMENDATIONS

1. That Bryan Steelman be named as interim H.P.I. representative. Bryan should take over responsibilities for representing H.P.I. at the time of Fred Harder's departure. The transition period would be until approximately June 1, 1980.
2. That H.P.I. assist in a study of the feasibility of ACAPEC becoming an operational program in Guatemala, by supporting the services of Edgar Fuentes upto 25% of his time from November 15, 1979 - June 1, 1980 (or as soon as possible).
3. That Edgar Fuentes take on the role as coordinator of the study, and that alternatives for program and organization be explored and tested as to their feasibility. A draft proposal should be made available to H.P.I. and ACAPEC by February 15, 1980.
4. That it be the responsibility of members of the ACAPEC committee to dedicate sufficient time to planning and study of program and organizational alternatives.
5. That the work of the "study coordinator" be to develop two or three alternatives which would include organizational structure, the program model as well as personnel, budget and other needs. It should also include a study of the possibility for project groups and communities who participate in the program to be represented in the ACAPEC structure.
6. That, if possible, Fred Harder be made available on a consulting basis (for visits to Guatemala) so as to help the interim director and other ACAPEC members in the matter of local purchases and other contacts which may be needed in order to ensure the continuity of the program.
7. That the several State agencies, i.e., Ministry of Agriculture and the Veterinarian School of San Carlos University give official support and commitment to the program. Representatives to the committee should have the power to make decisions and be given the mandate to work for the good of the program by their respective organizations.
8. That H.P.I. and ACAPEC meet for the purpose of arriving at an agreement with regard to future programs and organizational structure. This meeting would take place in

approximately March or April of 1980 so as to make decisions about the future, the selection of the personnel to be involved, and levels of support. Final decision should be made by June, 1980.

In addition, it was decided and agreed that a transfer of all records and information from Fred Harder to the ACAPEC committee would take place before Fred's departure. Also, the evaluation team's preliminary report would be made available as soon as possible to ACAPEC and the interim representative for their use. All of these agreements were reached in meetings between H.P.I. staff, evaluation team and members of the ACAPEC committee which took place on October 23-24, 1979, in Guatemala city.

In subsequent discussions with Edgar Fuentes and Harold Penner, the Church World Service representative in Guatemala, it was agreed that a reimbursement for a portion of Edgar Fuentes' services of up to 25% is feasible and, that Edgar is available and willing to take on this responsibility.

III. PROGRAM STRATEGY SUGGESTIONS

ACAPEC has committed itself to a phase of study of organizational and program options for its future work in Guatemala. H.P.I. is giving support to ACAPEC to carry out this study. As a result of this planning a proposal will be presented which will be the basis for discussions and negotiations between H.P.I. and ACAPEC as to the future of this relationship.

The following are some ideas which maybe helpful to ACAPEC as it undertakes this study.

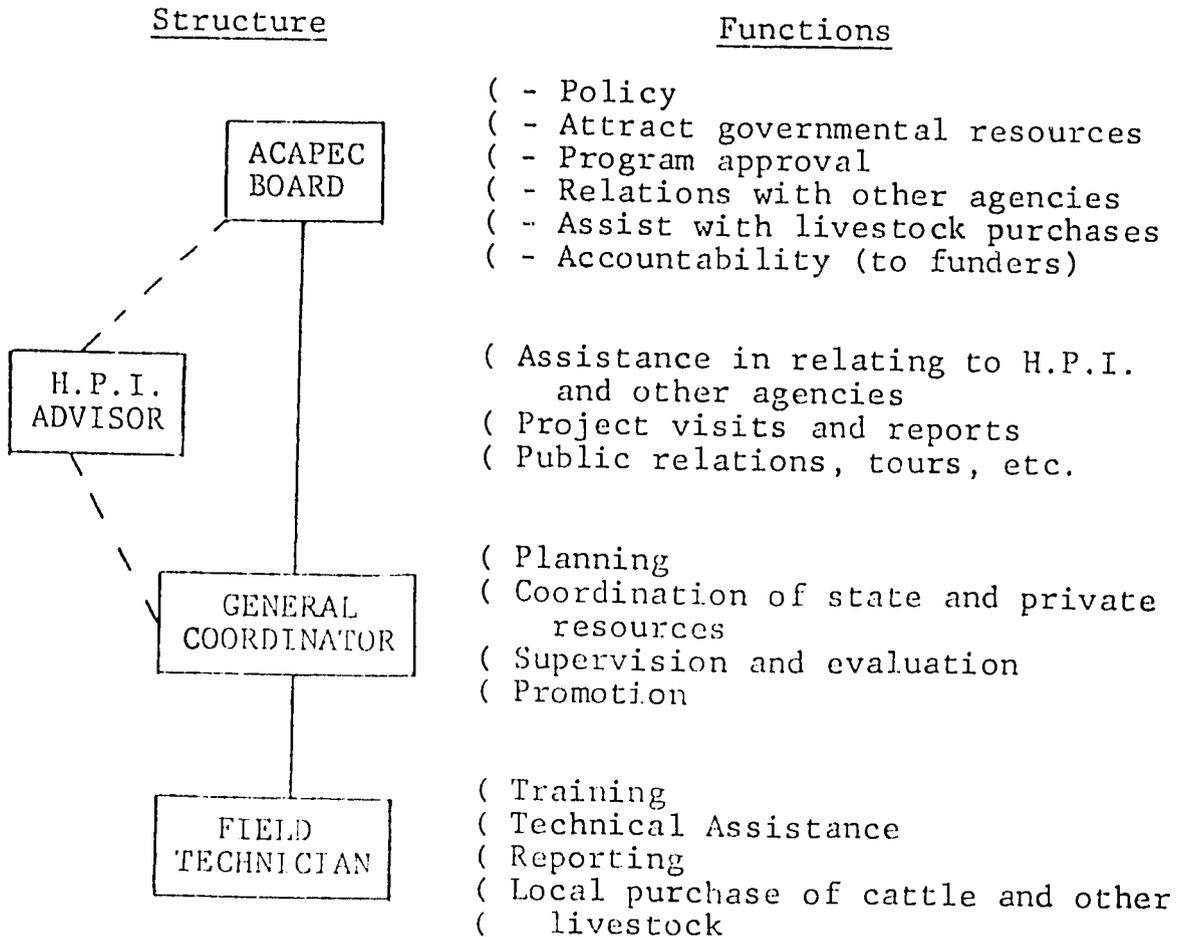
ORGANIZATION

The present ACAPEC committee is an organization of professionals representing several institutions as well as the private sector. It is hoped that in the future greater participation in ACAPEC by representatives of project groups will be realized.

Thus it may be possible to incorporate project group representatives into the Board of Directors of ACAPEC. This direct involvement would ensure broader representation, encompassing all sectors of the population. A second option may be to design a regional committee structure which would give project groups access to the national ACAPEC structure.

Whatever option is found to be most feasible, it would seem to be healthy to structure broader local representation into the organization. Also, inasmuch as the future organization may wish to be a fully Guatemalan institution, the role of outside assistance agencies such as H.P.I., would be primarily advisory and supportive.

The following organization chart is suggested to ACAPEC for study as a possible option:



### ASSUMPTIONS

There are number of assumptions and concepts which should be considered as a basis for a truly national organization for supporting livestock development projects.

- That ACAPEC would become a legally constituted organization with "Personaria Juridica" and assume responsibility for the program.
- That ACAPEC would employ its own personnel and that any H.P.I. personnel would function in advisory roles.

- That ACAPEC would search for resources within Guatemala: livestock, technical personnel, office space and other support for the operational costs.
- That an agreement would be signed between ACAPEC and the Ministry of Agriculture so that the program would continue to have official recognition by the Ministry of Agriculture.
- That an agreement would be developed between ACAPEC and H.P.I. to give the guidelines for the relationship, support level, expectations and obligations of each party.

### PERSONNEL

General Coordinator: It is probable that the position of "General Coordinator" would not be a full-time job. In discussions with H.P.I. and ACAPEC personnel in Guatemala it was felt that a one-third time position might be sufficient. This person must be capable in organization, planning, coordination, and have good contacts with governmental and private agencies.

Technician: This person would provide the back-up for the training program and for technical assistance to projects. This person would spend most of his time in the field and would coordinate and carry out training programs with local promoters. This person should have technical training in animal husbandry and/or veterinary medicine, but also should have skills in working with people and understand the principles of community development.

Training Program: It is suggested that the training program be based upon the following principles:

- Use of the concept of the multiplier effect.
- Be carried out as close to the project sites as possible.
- Be designed to respond to felt needs and practical problems of the participants.

- Be conducted as often as possible in the local language.

A "Local Livestock Promoter" training program is suggested in which the project groups would select one or two of their members to be trained as basic level community extensionists for their own project group. These local promoters, in turn, would be required to pass on to their neighbors the knowledge and skills received in short courses. In certain cases the advantage of this system would also be that the training of their neighbors could be done in their own ethnic language on the level of comprehension of their fellow project participants. The training would need to be flexible and also provide continuity. The duration of the training sessions would vary according to the needs and availability of the participants; perhaps as short as two days or as long as several weeks for the basic promoter training course, with follow-up sessions on a planned schedule.

In addition, the trainer-technician would need to visit project groups in order to supervise the promoter and give on the job assistance and training.

Project Selection: It is suggested that the program in Guatemala continue to search for the most effective ways to support livestock and poultry projects in poor communities. The effectiveness of the colonization beef projects is described and evaluated later in this report. It has been recommended that these and other small projects in the highlands be continued. However, mechanism for screening and project selection will be necessary within the new structure. It is suggested that projects will need to make improvements with regard to their project planning and presentation. Specifically, projects should have well defined measurable objectives, and, where possible, baseline data on conditions existing in the community before the introduction of the project. Also, evaluation and reporting should be requirements of the total program. Program personnel may be involved in training sessions with the help of H.P.I./Little Rock in areas of planning, evaluation, and project reporting. The ACAPEC/H.P.I. technicians on the field should assist local groups in this effort.

IV. BACKGROUND

The H.P.I. program in Guatemala from 1970 - 1979 was administered by Mr. Irnfried F. Harder, the first full-time H.P.I. representative in Guatemala. Thus, the H.P.I. Guatemala program is the result of nine and one-half years of effort by Fred Harder, who has given the program its present emphasis and structure. Mr. Harder's presence in Guatemala for nine and one-half years until his departure from the field in November, 1979, is regarded as H.P.I.'s most significant contribution to Guatemala. Mr. Harder has provided the continuity for a wide variety of projects, and has shared his understanding of the practical feasibility of various livestock projects in the various climatic and geographical regions of the country.

From 1970 - 1973 the H.P.I. relationship with the Guatemalan Development Foundation (also called the "Penny Foundation") was the core of the program. During those years H.P.I. imported dairy cattle for use on two reproduction centers owned by the Foundation. Total input into the "Foundacion" program over the three-year period was approximately \$175,000. When unexpected problems within the Foundation and in the H.P.I./ Foundation relationship developed, H.P.I. terminated its involvement with the Foundation in July, 1973. The H.P.I. representative made the assessment that, from his perspective, the program had not been a success. (See Appendix D from page 45 through 46, Summary Report by I.F. Harder, July 7, 1973.)

Beginning in 1973 the emphasis of the program shifted to the support of more projects with a variety of other organizations working in rural development in Guatemala. These were relatively small projects in which livestock or poultry production was a key component.

An advisory committee (Committee for Coordination of Help in Livestock Assistance - ACAPEC) representing both government and private sectors was created at this time.

ACAPEC, formed to help coordinate and share information, is made up of representatives of H.P.I., Church World Service, the Veterinary School of San Carlos University, the Ministry of Agriculture, and private cattlemen. ACAPEC's aim has been to channel local and foreign resources for livestock and poultry projects into areas that most need the help. The major portion of the foreign resources has come from H.P.I. and the project level work of the committee has been the primary responsibility of the H.P.I. representative.

Since 1973, projects sponsored by church and mission organizations, cooperatives, educational institutions, and other

private agencies working in rural development have been supported by H.P.I.

#### EMPHASIS ON RESETTLEMENT PROJECTS

Beginning in 1975 and with increasing emphasis up to the present time, the H.P.I./ACAPEC program has supported beef cattle projects for resettlement (colonization) cooperatives in two jungle regions of Guatemala: the Peten, and the Ixcán-Zona Reina in the Northern Quiché department. Both of these areas are very remote in terms of transportation and communication. These projects are assisting rural people who have migrated from the highlands to the jungle areas in search of new opportunities for a better life. From 1976 to the present about 75% of H.P.I.'s total support has been concentrated in these two regions.

This program emphasis is summarized as follows:

- Twelve projects in the Peten have been supplied with three-hundred-three locally purchased cattle, mostly Brahman-Criollo and purebred Brahman, plus some dairy and dual purpose bulls.
- Thirty-six projects in the Ixcán have received one-thousand-three beef cattle, seventy-nine dairy cattle, and small numbers of goats, pigs, mules, horses and sheep.
- The average number of cattle distributed to the Peten projects is twenty, 60% contributed by H.P.I., and the rest from German contributions and local cattlemen.
- In the Ixcán the number of livestock distributed to the project groups has varied widely, ranging between ninety-four and two with an overall average of twenty-five.

#### LOCAL PURCHASE

A policy of local purchase of livestock has been followed in recent years. Almost all of the cattle and 80% of other livestock have been locally purchased during the last three years. This policy of local purchase of livestock is based upon the fact that locally born animals are better adapted to the harsh environment encountered at the project sites. Even among locally born cattle the transfer from one geographical region to another can result in lower fertility for a period of time until the animal adjusts to its new environment. Experience

## Guatemala Report

has led the H.P.I. representative to conclude that the stress and acclimatization problems suffered by imported stock under Guatemalan conditions are so severe that the importation of cattle for use in the program is not recommended.

V. INPUTS

Summaries of H.P.I. support of its Guatemala program are found in Tables #1, #2, and #3 below.

TABLE # 1  
Summary of Inputs

1970 - September 1979

	H.P.I. <sup>1</sup>		LOCAL		OTHER <sup>3</sup>		TOTAL
	\$	%	\$	%	\$	%	\$
1970	86,450						86,450
1971	104,610						104,610
1972	26,610						26,610
1973	72,500						72,500
1974	70,230	71.5	15,000	15.3	13,000	13.3	98,230
1975	111,430	81	21,000	15	5,000	4	137,430
1976	112,244	67	55,670	33			167,914
1977	143,447	76	44,819	24			188,266
1978	114,974	60	75,777	40			190,751
1979 (Sept '79)	171,382	88	19,314	10	7,350	2	198,046
<u>TOTAL:</u>	<u>\$1,013,877</u>	<u>80</u>	<u>\$231,580</u>	<u>18</u>	<u>\$25,350</u>	<u>2</u>	<u>\$1,270,807</u>

<sup>1</sup> H.P.I. inputs include salaries, administration, local purchase, air transport, U.S. purchase of livestock and materials (or in-kind values).

<sup>2</sup> Local contribution includes value of locally donated livestock, local transportation paid by project groups and communities, value of offspring redistributed to other projects (not within projects), services and space provided by local institutions. Other contributions are donations received from agencies other than H.P.I. and channeled through the H.P.I. representative, mostly from Germany.

TABLE # 2  
In-Country Support to Projects By Type or Counterpart  
1970 - 1979

<u>Type of Project Group or Counterpart</u>	<u># of Groups</u>	<u>Value</u>	<u>%</u>
Jungle Resettlement projects	48	\$286,555	31
Communities and Coops	26	196,655	21.4
Guatemalan Development Foundation (1970-1973)	5	147,250	16
Missions and Churches	30	135,688	15
Educational Institutions	13	75,851	8.3
Government	6	28,160	3
Miscellaneous Institutions	9	16,270	1.7
A.I. Projects	4	11,000	1.2
International Agencies	3	11,535	1.2
Peace Corps	17	4,840	.5
Families (300-400)	300- 400	6,345	.7
<u>Total:</u>	<u>166<sup>1</sup></u>	<u>\$920,149</u>	
<u>LESS:</u> Nicaragua and El Salvador projects =		\$888,049	

<sup>1</sup> This total includes two projects in Nicaragua and one in El Salvador which were handled by the H.P.I. Guatemala representative. The value of input into these projects was \$32,100.

TABLE # 3

Summary of Inputs by Animal Species and by Type of Project

1970 - 1979

	Beef	Dairy	Goats	Sheep	Pigs	Rabbits	Poultry	Bees <sup>1</sup>	Equestrian
Jungle Resettlement projects	1,083	78	89	92	92	38	1,100		67
Communities & Coops	87	180	222	462	38	1,130	515	2,075	9
Missions and Churches	55	108	299	97	44	757	900	392	
Education institutions		34	89	60	29	183	500	95	2
Government		1	15	87	16	292		131	
Peace Corps		2	12	14	5	114			
Misc. institutions		5	53	49	7	480			
Guatemalan Development Foundation		152							
Int'l agencies			16	5	5	125			
Families				2	1	686			
<u>Total:</u>	1,225	560	795	868	237	3,805	3,015	2,693	78

*Packages*

VI. SURVEY OF RESETTLEMENT PROJECTSA. DESCRIPTION OF THE JUNGLE RESETTLEMENT PROJECTS IN IXCAN

Location: The thirty-six projects in the Ixcán are located in the mountainous tropical rain-forest area of the Quiché department. This area is accessible only by horseback, on foot or by air. Spontaneous colonization has been taking place as people from the densely populated highlands have migrated into this area. The settlers form cooperatives and work together for their common good. However, the availability of services and resources from government or other organizations is minimal, and the life of these "colonists" is very difficult. A primary source of income for these people is cardamon, a spice plant which grows very well in that region and for which there is a good international market. For the poor farmer transportation of products to and from the region is limited to riding horseback or walking. H.P.I./ACAPEC has provided a total of sixty-seven horses and donkeys to these groups to help alleviate their severe transportation problems.

Organization: Each Ixcán project is administered and operated by a local Livestock Committee. These committees are a part of the legally recognized agricultural cooperative of the area. The elected officers of each community supervise the care being given to the cattle, arrange for the collection and disbursements of funds, arrange for the transportation and placement of the donated cattle, and conduct the redistribution of offspring.

The formation of these committees is the result of the assistance and encouragement given by local priests, Mr. Tonino Zellweger (a Swiss technical advisor who was living in the region), or Mr. Harder.

Cattle Distribution: Requests for cattle are submitted by the local Livestock Committee to ACAPEC for approval. The cattle for the approved projects are purchased from large ranches and farms on the southern coast of Guatemala. Over the years it has become the practice of several ranches to sell 15-18 month old heifers to H.P.I. at meat prices and to donate one purebred Brahman bull for every twenty crossbred heifers purchased.

The committees are notified in advance regarding the date and place of delivery, and the cattle are then trucked to

the delivery point where they are met by the committee members of each community that is to receive them.

At this point the persons who will receive the cattle pay for the transportation and then drive the herd over the mountain trails to the colonization sites.

Upon the arrival of the cattle lots are drawn to allocate the cattle among the recipients. The Livestock Committee retains legal ownership of the heifers until the first offspring is returned to the committee. With the repayment of the offspring the recipient becomes the owner of the cattle.

The heifers are bred at the age of two years and the offspring is returned to the committee when it is 15-18 months old. If one of the original cattle dies by accident or natural causes the committee cancels the contract. If the cattle's death is attributed to neglect or mismanagement the recipient is required to pay the market value of the cattle to the committee.

The recipients of offspring are subject to the same ownership conditions as the recipients of the donated cattle. In addition, the recipient of an offspring reimburses the original recipient for the cost of transportation.

The process of transporting cattle from the coast over the mountainous trails to the Ixcán is extremely rigorous. Death loss on the cattle drives, however, has been reduced from 25% in 1974 and 1975 to only 2% in 1979. The stress suffered by the cattle during trucking and the subsequent drive to the interior does result in a several month delay in breeding and reproduction.

Long Range Prospects - Uncertain: The realization of a financial return for the Ixcán cattle producers is not expected to occur for several years. From the very modest start of one cow per family a foundation is being established for improved and larger herds in the future. At the present time the ownership of several head of cattle represents a capital investment which can be converted to cash in the event of a family emergency or of severe economic need. In addition, and more importantly, the cows now provide milk for home consumption where none was available before.

Economic benefits for the farmers depend on two factors: the continued productivity of the cattle and the establishment of a more peaceful and stable civil order in the region.

The Ixcán has been the scene of guerrilla military action plus considerable violence on the part of both rightist and leftist activists for the past several years. Murders and assassinations have been occurring with alarming frequency. The settlers now find themselves caught in the middle of the conflict between the right wing and left wing groups.

Thus the economic future of small farm cattle enterprises in the Ixcán is at best uncertain.

#### B. SUMMARY OF OUTPUTS - IXCAN PROJECTS

Thirty-one of the thirty-six cattle projects were surveyed in September and October, 1979. Usable information was obtained from twenty-seven of these projects. Thus 75% of the Ixcán projects are represented in the sections which follow.

Although H.P.L.'s involvement in these projects was initiated in 1974 most of the cattle were sent to the area from 1976 through 1979.

These twenty-seven projects received six-hundred-eighty head of beef cattle: six-hundred-forty-six female and thirty-four male.

Each project was evaluated in terms of overall herd growth rate, number of persons receiving cattle and their offspring, participation of cattle recipients in the direction and management of the project, organizational strength, as well as several other criteria. A sheet was prepared which summarized data for each project, these are being made available to H.P.L./ACAPEC for project monitoring and planning. They may also provide baseline data for future evaluations. Samples of these summaries are found in Appendices I and J from page 54 through 55 respectively.

The aggregated data from these projects is found in Table #4 below. (See Appendix K on page 56 for a table showing the growth indicators for these twenty-seven projects.)

TABLE # 4  
Production and Organizational Summary  
Twenty-Seven Ixcán Cattle Projects  
April 1974 - September 1979

Production:

Cattle purchased for projects	733
Deaths in transit	53
Number delivered to projects	680
Reported death loss on site <sup>1</sup>	35
Cattle on hand at time of survey	1,036
Offspring redistributed to date	210
% Herd increases - start to present	52

Organization:

Number of persons receiving cattle	837
% Increase in persons receiving cattle	25
% Projects having strong local participation	90
Estimated % local population being aided	30
Economic level of participants	Poverty to subsistence

---

<sup>1</sup> *Death of parent stock and offspring*

Problems and Obstacles: The major problems faced by these projects have been:

1. Cattle death loss in transit: In the early stages of this effort death loss in transit accounted for about 60% of all death losses. With the continued development of skill in moving the cattle this rate has been substantially reduced.
2. Lack of clearly stated terms of cattle ownership: This problem has been discussed on page 2 above. Issuance of certificates of ownership by the local Livestock Committees upon fulfillment of the terms of agreement will alleviate this problem.
3. Lack of skills and experience in cattle raising: Almost all the participants in these projects have never owned cattle before. Nutrition, parasite and disease control, breeding, milking and proper handling of their cattle are all new areas of learning for them.
4. The obstacles encountered by these projects are associated with their isolation from the rest of the country. These include:
  - The absence of private or government technical assistance.
  - The lack of roads.
  - Unavailability of medical care for humans and livestock.
  - Insecurity due to guerrilla and counter-insurgency activities.

Perceived Benefits to Date: Direct economic benefits in commercial terms to the project participants has yet to be realized due to the fact that most of the Ixcan projects are still in the early stages of development.

The leaders of the projects did, however, perceive the cattle as a valuable current asset and as the foundation for an expanded cattle industry in the area. They also mentioned the fact that these cattle provided milk for home consumption where none was available previously. Further, it was noted that participation in these projects led to the construction of trails and roads into several localities, first for the delivery of cattle and later for

other purposes. It has also been reported that airstrips have been constructed in several localities in order to facilitate the delivery of cattle and supplies.

Thus, at this point, the benefits are perceived as being indirect or as coming at a later date.

Impressions of the Surveyors: The three persons<sup>1</sup> who surveyed the projects in the Ixcán, made the following observations as a result of their field experience:

1. The "passing on the gift" system is working well overall, but cases of "passing on" inferior cattle, and/or misunderstanding about the terms of the agreement were also found. Their general assessment was very positive.
2. The practice of returning the first offspring whether female or male to the Livestock Committee is quite well accepted and seen as fair. However, when a participant receives a male calf he must then obtain heifers at his own expense to start his herd. Thus he must wait for an extended period to realize any return on his investment.
3. The surveyors feel that the program is "about 90% effective," meaning that only a small portion of projects are not achieving the expected results.
4. The surveyors were of the opinion that the "security" situation was not a sufficient reason to curtail project support in the region. They feel that if normal precautions are taken, identification papers are in order, and political interference is avoided, project visitations can be conducted in relative safety. (They felt no personal risks during the survey.)
5. The surveyors noted that in a few instances allegations of discrimination on religious grounds have been made. Thus, in at least one case, attempts were made to form two Livestock Committees in a community, one for Evangelicals and one for

---

<sup>1</sup> Bryan Steedman - H.P.I. Volunteer; Rudi Morales - Animal Science student; and Otoniel Fernandez - Veterinary student. A translation of their report is attached in Appendix E from page 47 through 49.

Roman Catholic. The policy of maintaining one committee for the purpose of serving the whole community has, however, been maintained.

### C. SUMMARY OF PROJECTS IN THE PETEN

Introduction: Heavy rains and flooding in this area at the time of the evaluation study made it impossible to survey these twelve projects. Information gathered by Fred Harder on a visit to the region in April, 1979, was reviewed and discussed with Mr. Harder in October of that year.

These projects are found in what may be called the "river colonies" located along the Usumacinta River on the Mexican border and the Passion River in the interior of the department of Peten.

H.P.I. has provided about 60% of the support for these projects since 1974. Various local sources and organizations in Germany have provided the remainder.

The organization and operation of these projects is the same as that of the Ixcan projects. Brahman-Criollo and pure-bred Brahman cattle were delivered at 14-18 months of age. Most death losses occurred during transport which involves a trip of three days by truck and two or three days by canoe. The problems and obstacles faced by the people in this region are similar to those encountered in the Ixcan. The perceived benefits are also the same as for the Ixcan.

Production and Organization: Table #5 on page 25 is derived from the project records. The assessment column indicates Mr. Harder's appraisal of each group's organizational strength, care of the cattle, passing on of offspring, and management of the people.

The overall increase in cattle numbers in these projects from the last shipment in 1978 to April, 1979 is 48%. The reported overall death rate was 10%. Information regarding the number of offspring born and redistributed is not available.

The projects are broken down as follows in terms of Mr. Harder's assessment of their performance:

Excellent	3
Good	6
Fair	1
Poor	1
Closed due to mismanagement	1

Thus these small, locally based and managed projects appear to be quite successful in terms of both production and organization in spite of the difficult physical and social environment in which they are found.

TABLE # 5  
Resettlement projects - PETEN  
Growth Indicators by Project

Name of Colony	Year Input	# of Cattle input <sup>1</sup>	Deaths	On hand <sup>2</sup>	Overall herd growth rate %	Annual herd growth rate	Assessment
Amistad	1974	20	2	63	215	43	Excellent
Las Flores	1974	20	4	68	140	28	Good
Consuelo	1974	20	3	64	220	44	Good
Las Laureles	1975	20	3	61	205	51	Excellent
Yaxchilan	1975	12	1	27	125	31	Poor
Las Layas	1975	12	1	0	0	0	Closed <sup>3</sup>
Flor de Esperanza	1975	20	3	54	170	43	Fair
Manos Unidos	1976	31	4	79	155	52	Good
La Palma	1976-1978	47	2	92	96	32	Good
Mario Mendez	1977	56	6	50	-11	-5	Good
Arbolito	1978	22	2	20	10	10	Excellent
Tec.Agricola	1978	23	0	23	0	0	Good
		303	31	581			

<sup>1</sup> In addition a total of nine donkeys have been received.

<sup>2</sup> Inventory as of April 1979 does not show numbers slaughtered for consumption

<sup>3</sup> Transferred to Manos Unidos, 1976.

Further analysis of the data (see Table #6 below) reveals that those projects which were started between 1974 and 1976 had attained a very impressive rate of growth by 1979. The cattle shipped in 1977 seem to have been set back by a high death loss of about 11% and have not yet begun reproduction. The 1978 shipment has not had sufficient time to become acclimatized and to enter production.

TABLE # 6  
Cattle Production Indicators  
Peten Projects by Year of Project Initiation

	1974	1975 <sup>1</sup>	1976	1977	1978
No. of groups	3	3	2 <sup>2</sup>	1	2
Cattle sent	60	52	78	56	45
Reported deaths	9	7	7	6	2
Cattle on hand-1979	175	142	171	50	43
Change in number	+115	+90	+93	-6	-2
% Growth rate- start to 1979	192	173	119	-11	-4
% Annual growth rate	38	43	40	-5.5	-4

#### D. CONCLUDING REMARK

The favorable results derived from this data give rise to a basic question: "Why, given the adverse conditions prevalent in the colonization areas, are these projects doing so well?"

The answer seems to be both technical and human. First, well adapted and carefully selected cattle were sent to these areas just prior to breeding age. The Ixcán and Peten have an abundance of vegetation and water for the cattle, thus feed is not a serious problem.

The human side of the equation was summed up by Fred Harder in these words:

"These are people who have made up their minds to start a new life under severe conditions and are willing to accept advice. They have to make the most of what little help they can get."

<sup>1</sup> *Las Leyes not included due to termination of project in 1976.*

<sup>2</sup> *Includes cattle transferred to La Palma from Las Leyes in 1976 plus 1978 cattle shipped to La Palma.*

VII. REVIEW OF SELECTED HIGHLAND PROJECTSA. INTRODUCTION

In the course of this study fourteen projects in the highland regions of Guatemala were visited. Usable information was obtained from thirteen of these projects.

These projects vary widely in size, emphasis, livestock species utilized, and organization. For the sake of convenience they have been divided into three categories: Government projects, Mission projects, and Cooperatives. These projects are listed below and are discussed more fully in the following sections.

<u>PROJECT</u>	<u>YEAR STARTED</u>	<u>SPECIES</u>
<u>Government Projects</u>		
San Nicolas	1974	Sheep
Serchil	1974	Sheep
<u>Mission Projects</u>		
San Lucas Toliman	1971	Dairy Cattle, Swine, Goats, Sheep, Rabbits, Bees
Ojetam	1973	Goats, Sheep, Flour mill
Cobar	1976	Dairy Cattle, Rabbits, Bees
Cosheca	1976	Bees
<u>Cooperatives</u>		
Novillero	1973	Dairy Cattle, Sheep, Rabbits
Xelac	1974	Dairy Cattle, Swine, Goats, Poultry, Rabbits
Nebaj	1976	Bees
Chajul	1976	Beef Cattle, Dairy Bulls, Goats, Bees
Catarina	1977	Beef Cattle, Dairy Bull, Goats, Rabbits
Loma Linda	1978	Beef Cattle, Goats, Sheep
Cabrican	1978	Goats, Sheep, Rabbits, Bees

In contrast to the projects in the resettlement areas, information about number of animals on hand, death losses,

and offspring born and offspring redistributed was notably lacking. (See Appendices F, G, and H from page 50 through 53 respectively for project by project data.) The seven highland cooperatives tended, however, to have more production information available than did the institutional projects.

The data, though quite limited, indicates a positive relationship between a high level of local participation and project effectiveness.

## B. GOVERNMENT PROJECTS

Two sheep projects operated by the Ministry of Agriculture were visited - Serchil and San Nicolas. H.P.I. support to these projects was initiated in 1974 and the projects continue to operate today. Together they received one-hundred-eighty-two head of sheep. The project at Serchil tends to work with individual farmers while attempts have been made to form a cooperative at San Nicolas. Both projects remain under the control of the Ministry of Agriculture. (See Appendix F on page 50.)

Training is conducted from time to time by Ministry of Agriculture personnel.

It has been reported that five to six generations of sheep have been distributed to local farmers; and, through genetic improvement from the use of purebred rams, four to five hundred families have benefitted from this project.

The major benefits reported to be accruing to the area as a result of these projects are:

- \* Genetic improvement of the sheep.
- \* Significantly reduced mortality in sheep:  
It was reported that 5,000 sheep in the Serchil area had died of diseases in 1974. By 1979 this number had been reduced to 200.

The major problems affecting these two projects are:

- \* Lack of full implementation by the administrators.
- \* Weak organizational structure.

C. MISSION PROJECTS

Four Roman Catholic mission projects were visited. (See Appendix G on page 51 for detailed information.) Although each project is unique they all share the characteristic of a rather high degree of dependence on the local clergy. The exception to this observation is the agricultural project at San Lucas Toliman where a local committee assumed responsibility in February, 1979.

Two of the four projects report having made use of the bee training course provided at Nebaj. No other formal training activities are reported.

Benefits: The major benefits reported by the projects are:

\* Social solidarity resulting from cooperative efforts:

This benefit applies most specifically to San Lucas Toliman. In the overall work of the mission a great deal of emphasis has been placed on resettling landless families in four locations. The livestock aspect of this program supplements the overall effort. Three hundred of the four-hundred-eighty-nine families represented in these four projects are associated with San Lucas Toliman.

\* Financial savings and supplemental income:

Of special interest at this point is the impact of a flour mill at the remote Ojetam mission. Located at an altitude of 11,000 feet in a very harsh environment the project takes place among one of the most deprived groups of people in the country. With the introduction of a flour mill into the community the need to travel two or three days over the mountain to have flour produced was removed. This has resulted in savings in transportation cost and milling charges.

Goats, rabbits, and sales of honey have provided modest cash returns for participants in the other projects.

\* Home consumption of honey:

In ten of the twenty-six sub groups at San Lucas Toliman, at Coban and at Cosheca the honey is produced both for sale and home use.

Problems: The problems faced by these projects are:

\* Dependence on expatriate personnel and local clergy:

In instances where clergy direct and manage the projects, continuity is threatened when priests are transferred to another parish. Participation and identification with the project by local farmers tends to be thwarted when local people leave the decisions to the clergyman.

\* Technical problems:

These include low reproduction rates of the sheep at Ojetam, shortage of queen bees at Coban and transportation at Cosheca and Ojetam.

D. HIGHLAND COOPERATIVES

The seven highland cooperatives surveyed have little in common with each other except that they are all cooperatives and that, with one exception, they involve relatively high levels of local participation. The oldest of these, Novillero and Xelac were initiated in 1973 and 1974 respectively. The two newest projects were started in 1978. The number of families involved ranges from seven hundred in Nebaj to forty at Cabrican. (See Appendix H from page 52 through 53.)

Four of the seven cooperatives report having some type of training activity and one reports that a training program is being started.

Benefits: The major benefits realized as a result of the projects are:

\* Development of a stronger sense of community and strong community organization:

The exceptions to this finding are Novillero which has collapsed financially due to the

failure of a large scale rabbit raising scheme and Xelac which grew rapidly due to a large influx of outside funding and subsequently became dependent on expatriate management.

\* Economic Benefits:

Two projects, the Nebaj bee cooperative and the Xelac milk cooperative report economic gains for their members through the cooperative marketing of honey and milk. The projects begun in 1977 and 1978 have not been in existence long enough to show economic returns.

\* Other:

Genetic improvement of sheep, land distribution, land terracing and increased milk production were also mentioned as being results of the project activities.

Problems: The highland cooperatives also face a wide variety of problems and obstacles. These include:

\* Lack of funds and dependence on outside funding:

Four of the seven cooperatives currently face this problem. Dependence on outside funding is common to the three larger projects - Xelac, Nebaj and Loma Linda.

\* Lack of land:

The leadership in Nebaj cites the need for a central apiary as being a major problem whereas the cooperative cites land shortage as being a problem for the individual farmers.

\* Production Problems:

In Chajul and Loma Linda the goats have not performed well. Most of the kids born in Chajul die of diarrhea. The parent stock sent to Loma Linda had to be returned to H.P.I. due to disease and parasite problems. At Catarina it was reported that the climate was too adverse for rabbit production.

\* Dependence on the clergy or expatriates:

Notwithstanding the high levels of participation and social solidarity observed in these projects, they too experience the problems associated with strong outside leadership. In Xelac most of the management is taken care by HELVETAS personnel. The government has assumed the management at Novillero; Peace Corps volunteers are the key technical personnel in Nebaj, Cabrican and Chajul. However, the presence of relatively strong local organizations in five out of seven of these projects attests to the efforts of outside or formal leadership to stimulate and encourage greater independence on the part of the members. Also shown is the ability of members and leaders to achieve some of their planned objectives.

E. COMPARISON OF PROJECTS BY LEVEL OF PARTICIPATION

A major theme of this report has been the importance of active local participation in the planning and management of a project to its eventual success. (See Conclusions #1 and #2 on page 1.)

Each project surveyed was assigned a participation score based on the type of leadership, the sharing of benefits, and group involvement in decision-making. Each component was scored on a scale of 1 to 3, with 1 being poor and 3 being good. The mean value of the three scores becomes the participation score for the individual project. (See Appendix B from page 38 through 42 for a description of Social Organizational Indicators.)

Table # 7 on the following page shows that participation is lowest in the government projects and highest in the resettlement projects of the Ixcan region. The descriptive material for each type would indicate that those projects which seem to have the lowest overall impact also have the lowest participation scores. The projects with the highest participation scores seem to be having the highest impact on their participants and the community.

TABLE # 7  
Mean Participation Score and Number of  
Beneficiaries By Type of Project

	TYPE OF PROJECT			
	Govern- ment	Mission	Coopera- tive	Resettle- ment (Ixcan)
No. of projects	2	4	7	27
No. of sub groups	0	35	36	0
$\bar{X}$ Participation score	1.1	1.5	2	2.7
No. of families benefitting directly	90	485 <sup>1</sup>	1,389 <sup>2</sup>	837
Project group economic level	Mixed, subsis- tence to com- mercial	Poverty to sub- sistence	Poverty to sub- sistence	Poverty to sub- sistence

---

<sup>1</sup> 300 of these families are accounted for by San Lucas Toliman

<sup>2</sup> Includes 700 families participating in the Nebaj bee cooperative

VIII. TRAINING

The Guatemala program has not included a separately designed and budgeted training program. Therefore the cost of the training activities cannot be factored out as a separate budget item. However, a number of training events have taken place over the years. Training has been non-formal and has been of the "extension - field visit" type. During project visits to the resettlement projects the participant group is called together for a session which may include a demonstration, a short talk or a question and answer exchange. In other projects, especially the sheep projects at Serchil and San Nicolas, training has been provided by the Ministry of Agriculture with H.P.I. support. The bee project at Nebaj has its own rather extensive training program which provides training for persons from other groups throughout the country.

The total number of persons to have attended "training sessions" over the period 1970-1979 exceeds 9,000. The vast majority of these would have attended the informal project site sessions described above. The total number of such training sessions over the past four years (1975-1979) was two-hundred-sixty.

The evaluation surveys found in that almost all cases the project groups feel the need for, and are asking for, more training. It was found that the project field visits are appreciated, but that the participants are not yet ready to apply the skills and information covered in these brief sessions. For example, at the time of annual meeting of project groups in June, 1979, a day was devoted to demonstrations of basic medicine and vaccination techniques. The groups then were given the opportunity to buy a supply of basic medicines at a subsidized price and most of them purchased an adequate supply. Later, the survey showed that most groups had not made use of the medicines or skills acquired, supposedly because of a lack of comprehension and confidence. The communication of new technology to people at the village level must be relevant and appropriate to the participants' language and ethnic background as well as their educational level.

One of the surveyors who visited the Ixcan projects<sup>1</sup> reported that the participants had requested more training in the following areas:

1. Milking.
2. Cheese and butter making.

---

<sup>1</sup> *Mr. Otoniel Fernandez*

3. Vaccinations against diseases: types and frequency.
4. Parasites control.
5. Techniques of breeding management.
6. Pasture rotation.
7. Feeding cattle - utilizing available resources.
8. Construction of facilities.
9. Advice on the adaptation of various breeds within the ecological situation.
10. Veterinary medicines - types and applications.

A P P E N D I C E S

APPENDIX AFOLLOW-UP TO THE EVALUATION FIELD STUDY

As a result of the work done during the field study phase of the Guatemala evaluation, the major conclusions and recommendations were discussed at H.P.I. headquarters. The Program Area Director for Latin America, Dr. Gordon Hatcher, accepted them and acted to implement the proposed plan. The conclusions and recommendations were simultaneously sent to Guatemala where they were translated into Spanish and distributed to all members of the ACAPEC committee, which formally accepted them.

Edgar Fuentes was sub-contracted from Church World Service for 25% of his time to coordinate the six-month study and he began his work on December 15, 1979. In order to facilitate the implementation of this follow-up plan, Dr. Hatcher visited Guatemala and met with ACAPEC on November 15, 1979. It was reported that several of the ACAPEC committee members left the committee approximately at the time of Fred Harder's departure from Guatemala in late November, 1979.

Subsequently, an activity report dated February 5, 1980, describing contacts made and work done to that date, was submitted to H.P.I. by Edgar Fuentes, and follow-up discussions with Edgar about this report were held in Guatemala by Jerry Aaker on February 15, 1980. It appeared at that time that the study was going well, that Edgar had achieved renewed interest on the part of the Ministry of Agriculture and San Carlos Veterinary School in ACAPEC, and that the Ministry had authorized the representation of delegates to ACAPEC as well as offering the services of an agricultural technician and office space for the program. A major planning session of three days for all ACAPEC members, plus other interested parties was planned for mid-February, and it was expected that this would be the basis of program planning and restructuring for the future.

A meeting between ACAPEC and H.P.I. for the purpose of discussing the results of the study in the form of a concrete proposal is scheduled for May, 1980.

It was felt that an evaluation process which involves project "owners" to the greatest degree possible would be more beneficial than an evaluation that is carried out only by outside consultants and surveyors. Thus, the model of "participatory evaluation" was utilized in the Guatemala situation. This

Appendix A contd.

approach has proven to show weakness in some of the data that was collected, but the benefits in terms of stimulating a process of self reflection, replanning, and adjustments to changing needs have far out-weighed this weakness.

APPENDIX BEXPLANATORY NOTES ON INDICATORS

The Project Evaluation Indicator sheets are used to concisely summarize data on specific projects. The information on each sheet is taken from reports and forms filled out by field staff, surveyors or the H.P.I. evaluators. See Appendices I and J from page 54 through 55 respectively.

The top line (boxes) show the key indicators which can be shown in numbers or in brief one or two word descriptions. In some cases the surveyors did not collect all of this data. The indicators shown on the left side of the sheet, i.e., training, achievement of objectives, social/organization, etc., are to make evaluative statements about these areas as well as to fill in some descriptive information on the same. Also, after each social/organizational indicator a # 1, 2 or 3 can be placed in an attempt to evaluate each in reference to the H.P.I. list of these indicators (see attached description). In general, # 3 indicates the optimum or desired condition, # 2 the medium and # 1 a relatively undesirable situation with reference to those conditions which lend themselves to effectiveness in projects.

Further explanation of some of the specific indicators:

No. of families benefitted over time: This is the number of those who are participating in the project group, and may or may not be direct recipients of livestock. Often the number counted in the category is larger than the number of direct beneficiaries, indicating that they are participants in training, in coops that offer several services, or are preparing for entry into the livestock project.

% of population benefitted: This is the estimate of the percentage of the community that is being affected by the project.

Project Group Level: This is defined as follows:

- Subsistence or very poor: Persons who produce a small amount for family consumption from farming; may be landless or near landless.
- Small producers - poor: Produces slightly above or below what is needed for his/her family consumption from farming.
- Small producers - not poor: Progressive relative to his/her community; farming provides basic needs plus some extra income.

Appendix B contd.

- Commercial or institutional: Relatively large farmers, or institutional operation such as mission farms, parastatal farms, and service or welfare institutions.

Achievement of Objective: Though many projects have previously not been designed with clearly written measurable objectives, the intention of this indicator will be to look at the degree to which objectives have or are being achieved.

Socio-economic benefits: Projects have not normally collected pre-project baseline data, but the intention of this indicator will be to explicitly measure or at least make assessment on observable changes and impact in the target community. This will be related to the overall "project objective," but also should note unplanned-for benefits which may be attributable to the project.

Livestock growth rate: This is a percentage of growth of livestock from the base of the initial input to the present number held by the project participants, whether in a common herd or as an aggregate of all individual participants.

Growth of number of direct beneficiaries: This is the percentage growth in number of those who are direct recipients of livestock through the "passing on the gift."

### Social/Organizational Indicators

#### I. PARTICIPATION:

Refers to the active participation in the decision-making process by the population involved. It is a demonstration of the degree and quality of the efforts by the participants to control their own affairs and influence the use and results of available resources.

#### INDICATORS:

- |                        |   |
|------------------------|---|
| A. Style of leadership | 1. Single person authority.                         |
|                        | 2. Small group of leaders act for the total group.  |
|                        | 3. Leadership by consensus delegation of authority. |

Appendix B contd.

- B. Sharing of benefits
1. Reduced number of people within the community receive the benefits.
  2. Part of the community receives benefit. Tending toward expanded sharing.
  3. Widespread of benefits to entire community, equal and full sharing.
- C. Types of decisions
1. Centralized decision-making, token consultation with the group.
  2. Planning done on behalf of the community by a small group.
  3. The group participates in setting and influencing their own objectives and the use of their resources.
- D. Quantity (what percent of the potential population are involved, and the actual number participating)
1. Small percentage of potential population involved,  
# \_\_\_\_\_  
Approx. % of community \_\_\_\_\_
  2. Medium percentage of potential population, # \_\_\_\_\_  
Approx. % of community \_\_\_\_\_
  3. Large percentage of potential population involved  
# \_\_\_\_\_ % \_\_\_\_\_

II. STRUCTURE FOR PARTICIPATION:

Human infrastructure must exist in some form in order for development to take place. This may take on a variety of forms, but must exhibit evidence of continuity, collective solidarity and commitment to common goals. (For purpose of the review sheet these three indicators are evaluated together.)

Appendix B contd.INDICATORS:

- |   |  |
|---|--|
| A. Membership (show percentage of growth over time, plus indication of open or closed system) | <ol style="list-style-type: none"> <li>1. Closed, stagnant.</li> <li>2. Somewhat open with slow growth.</li> <li>3. Open system, growing. (Indicate percentage of growth over time.)</li> </ol>  |
| B. Solidarity (commitment and continuity by the participants)                                 | <hr/> <ol style="list-style-type: none"> <li>1. Minimal commitment and carry through.</li> <li>2. Fair or moderate commitment and carry through.</li> <li>3. Jointly facing problems - good commitment and carry through.</li> </ol>   |
| C. Representatives  | <ol style="list-style-type: none"> <li>1. Represents the interests of one sub-group of the community.</li> <li>2. Various sectors represented (not all).</li> <li>3. Broad representation from various sectors of the community, for the purpose of helping the entire community.</li> </ol> |

III. BENEFIT GROWTH AND CONTINUATION:

This implies that the project activity is not isolated and recognizes the inter-relationship of actions and resources in order to learn from past experiences and multiply the benefits. It implies the spreading of benefits and continuation of efforts once the initial objectives are achieved.

INDICATORS:

- |                                      |   |
|--------------------------------------|---|
| A. Integration of project components | <ol style="list-style-type: none"> <li>1. One activity - one component input.</li> <li>2. One activity focus with several components in support of it.</li> </ol> |
|--------------------------------------|---|

Appendix B contd.

3. Multiple and coordinated component input.  
(Describe...)
- B. Learning from the experience (continuation)
  1. One shot socio-economic benefit.
  2. Benefits realized during the project life, and base set for future.
  3. Socio-economic benefits growing and continuing after the project.  
(Describe...)
- C. Socio-economic benefits in quantitative or observable terms
  1. Minimal observable or measurable socio-economic benefits.
  2. Moderate level of observable or measurable benefits.
  3. High level of observable or measurable objectives.  
(Describe...)

APPENDIX CPROJECT FAILURES

Though an attempt was not made in this evaluation to compile a complete list of projects that "failed", reference is made in the report to some projects which showed relative ineffectiveness or closed down for a variety of reasons. The following list is an attempt to show some examples of this type of project:

NOVILLERO: H.P.I. input was \$28,550 for this cooperative of which a major portion went to purchase seven-hundred-eighty-two rabbits, one-hundred-twenty-four sheep, fifteen dairy cows, and some equipment. The project was too large in the beginning, with top down planning and a large investment from the government sector. Especially critical were the lack of marketing and mismanagement of the total project. The project is now closed, the physical facility standing empty.

"PENNY" FOUNDATION: For three years, 1970-1973, H.P.I. related to this Guatemala agency and closed out the relationship upon the assessment of the H.P.I. representative that the program was unfeasible because of mismanagement, bureaucratic problems within the Foundation and relationship problems between H.P.I. and the Foundation. H.P.I. input was about \$175,000 (one-hundred-fifty-two cattle). A total report is on file with H.P.I./Little Rock regarding this program and the reasons for the close out.

JOCOPILAS: A project with a Catholic mission in which H.P.I. contributed \$6,280 for rabbits, goats and sheep. The project was run by a priest who left and was replaced by another priest who had no interest in livestock projects. Local organization was not sufficiently strong to function without the priest in this case.

ZACUALPA-QUICHE: In 1974 H.P.I. provided \$4,150 worth of livestock to the Primitive Methodist mission. A local missionary was going to be responsible and a local committee was to be organized. The missionary did not carry out his obligations and a local organization is non-existent. Nothing happened in terms of redistribution, and livestock care has been very poor. Deaths of livestock and underproduction resulted.

Appendix C contd.

ORPHANAGE GENTRY AND STATE PENITENTIARY: Input of mostly small animals to these two institutions has not worked well. Total input into these institutions was about \$6,875. Assistance to other institutions has worked better, but overall the management of animals in institutions and the spread of benefits are problems. On this basis institutions could be judged to be relatively poor projects for H.P.I. support.

APPENDIX DSUMMARY OF CLOSEOUT REPORT BY FRED HARDER

During the years (1970-1973), H.P.I. invested roughly \$175,000 into Guatemala and the Penny Foundation. The Board of Directors from the Fundacion invested similar amounts. The interest to help existed all the time between H.P.I. and the Fundacions Board. However the past experience indicated two major problems, a conflict of interest and a lack of communication within the Fundacion.

Even though the Fundacion is a comparatively small enterprise, it seems to have an excessive number of committees and interests, which unfortunately did not seem to pass informations on their decisions around. The first costly example occurred in February, 1971, when the Fundacions administrator decided (without informing its direction to H.P.I.) to change the H.P.I./Fundacions agreement on his own and assumed personal responsibility on the management of the centers. H.P.I. had no knowledge on this until a year later and this decision has cost the Fundacion a considerable sum. In August, 1971, the Fundacions administrator informed our headquarters that the Fundacion received a donation of one-hundred Jersey cattle. The Board of Directors however had no information on this. At the same time, the Vice-President of the Penny Foundation announced the availability of Q 150,000 for their livestock program, however this time, the finance department had no knowledge of this and as it turned out, these funds never became available.

In May, 1972, the Vice-President and Chairman of the Livestock Committee informed H.P.I. about the Fundacions new plan (half and half) and attached a list of animals assigned to the program. It seemed strange that he was not informed that fifty-two of these cattle had been placed as security for the purchases of an avocado farmsold by the Fundacions administrator to the Fundacion and could not be placed in the hands of campesinos as agreed upon. H.P.I. learned almost a year later and from three resources about this action.

Apparently also amounts invested by the Fundacion seem to be unclear. On March 4, 1972, the administrator stated to Dr. Metzger Fundacion's investment of Q 129,000, the Chairman of the Committee on June 29, 1972, as Q 170,000. A clear report has been requested but never submitted to H.P.I.

Another problem has been the Fundacions ignorance towards visiting donor groups. In one case the program director even

Appendix D contd.

refused the use of a pick-up truck, donated exactly by this group and instead leased it to a Fundacion's employee for private use. Upon my protest, the President of the Fundacion stated that the car was sent for repair, but offered no explanation why it had to be 260 miles away serviced and while after all it was returned in poor condition and without oil.

On July 2, 1972, the Fundacion agreed to:

1. Return to H.P.I. the two vehicles provided for by H.P.I. but requested payment of import duty, etc.
2. The Fundacion agreed to enter at least one-hundred-sixty-four animals into the La Maquina program by the end of August, 1973.
3. The Fundacion agreed to upkeep its program in Camotan and San Lucas Toliman as long as both parties are satisfied with the present arrangement.
4. The Fundacion agreed to accept further gifts from H.P.I. if it will change its representative in Guatemala.

H.P.I. agreed to transfer title of donated animals to the Fundacion.

This will leave the Fundacion with the following values:

Cattle at Sabana Grande	Q 31,940
Cattle at Missions & La Maquina	19,160
Cattle sold on credit	27,615
<u>Total Value:</u>	<u>Q 78,715</u>

The date for the final transaction has been set for July 11, 1973.

July 7, 1973

I. F. Harder

APPENDIX ETRANSLATION OF THE EVALUATION REPORT BY THE ACAPEC  
SURVEYORS SUBMITTED BY OTONIEL FERNANDEZ AND RUDY MORALES

By Jerry Aaker  
November 9, 1979

INTRODUCTION

The present report is out of field work carried out in the Zona Reina of Guatemala. It was seen of great importance to the goals and objectives set out by H.P.I./ACAPEC to carry out this work which was covered by visits and exchange of information with the interested persons in the various communities.

It is important (to see) that the philosophy and mode of work of H.P.I./ACAPEC has been the direct involvement in the resolution of immediate problems of the "campesinos" as a positive factor, does demonstrate clearly the benefits and attitude changes of the people in their way of living and in their nutritional situation.

It is interesting to analyze the geographic situation of the Zona Reina in Guatemala, specifically zone of the Ixcán where the conditions of transportation, food, climate, housing and communication are very unfavorable to the work of the inhabitants. The socio-economic situation is very delicate in that their methods and means of production are minimum and completely lacking in technical-formal assistance in the above-mentioned areas. Nevertheless the help given by H.P.I./ACAPEC in spite of the constraints presented by the conditions of the region has been able to contribute, in part, to satisfy the needs of campesinos, in reference to their socio-economic situation, their family nutritional situation and in production.

METHODOLOGY:

The mechanism used to carry out this work was that of taking information through personal interviews, utilizing a standard survey questionnaire.

Specific questions were asked of the President or responsible persons of the H.P.I./ACAPEC related project in each community. Also the members of the Board of the cooperatives and committees and various members of the Livestock Committees were spoken to.

Appendix E contd.

Also short talks were carried out as a mechanism of sounding out the participants to determine their degree of technical knowledge in the management of their livestock. Later they were given a small demonstration on livestock care to help them in their future work.

It is worth mentioning that in all the communities the medicines on hand were classified (by us) and they were given explanation of each one of them and in their adequate use.

OBJECTIVES

In terms of the objectives within the philosophy of H.P.I./ACAPEC it would seem they have been complied with inasmuch as the projects have been undertaken in the first place in areas and regions which present difficulties of accessibility both in terms of form of the project (work) and in communication.

In second place the projects have been directed toward groups of organized people who manifest the need to satisfy their needs and socio-economic welfare through working together.

Thirdly, the most important is that the project has been able to satisfy nutritional needs of the families inasmuch as they consume food to some degree for the development and growth of their children and contribute to the physical and mental strengthening of the adults. As a result the socio-economic situation of the campesino is helped by savings realized (rather than) purchase of some of these products (meat, milk, etc.)

COMMUNICATION

The constant and periodic communication with the regions involved in the project is necessary due to the continuous process of information and experience which gives us the guidelines to determine the needs and requests of the inhabitants that they feel are necessary ....

The above is said because there exists a lack of information on the part of the involved communities in the project group knowing what is the thinking and action of H.P.I./ACAPEC in the development of their future programs; due to the fact that there exists a problem of coordination in the work between the initial phase and the follow-up of the same.

Appendix E contd.

This is in evidence when the campesinos request technical assistance and advice in cattle management, when they request veterinarian information, when they request courses in administration, and when they request work animals - considering all of the above to be of great importance in the carrying out of their agricultural activities.

COUNSEL AND ADVICE

This is the most important factor in the development of the program in the region of the Ixcán. All of the cooperatives are in agreement on this point. Due to the socio-economic conditions of the campesinos in this region they do not have previous experience with cattle. They are in need of certain aptitudes and abilities in this kind of work. This is logical and obvious (to know) that after having given them the facilities to possess a herd of cattle they must be given technical advice based upon the objective reality of their own environment.

CONCLUSIONS (Needs and Suggestions)

- A. Continuous technical assistance
- B. A system of refrigeration for the cooperative to conserve their vaccination supplies.
- C. Constant communication with the regions of the projects.
- D. Help facilitate the obtaining of work animals.
- E. Help facilitate getting medicines at a subsidized price.
- F. Provide construction information.
- G. Obtaining seeds for family gardens.
- H. Obtaining small animals (chickens, pigs, rabbits, etc.) to improve the nutritional situation of the family.
- I. Giving advise in the feeding of the animals.

APPENDIX FSUMMARY OF HIGHLAND GOVERNMENT PROJECTSTABLE # 8

	<u>Serchil</u>	<u>San Nicolas</u>
Date started	1974	1974
No. of sheep placed at project	75	107
No. of sheep on hand at project site	90	150
No. of sheep distributed	5-6 generations	
No. of families benefitted	Direct 40 Indirect 4-500	Direct 50
Project group economic level	Subsistence to commercial	Subsistence to commercial
Participation score	1	1.3
Structure	Government agency	Government agency
Training	Occasional courses at project site & extension work	Occasional courses at project site & extension work
Benefits	Genetic improvement Disease reduction	Genetic improvement
Problems	Administration	Administration

## APPENDIX G

## TABLE # 9

## SUMMARY OF HIGHLAND MISSIONS

	San Lucas Toliman	Ojetan	Coban	Cosheca	Total
Date started	1971	1973	1976	1976	
No. of Sub groups	26	1	1	7	35
<u>Livestock Input:</u>					
Beef					
Dairy	20		7		27
Swine	19				19
Goats	53	19			72
Sheep	19	8			27
Poultry					
Rabbits	50		37		87
Bees	100 pkgs.		130 pkgs.	197 pkgs.	427 pkgs.
<u>Livestock Distributed:</u>					
Beef					
Dairy					
Swine					
Goats	40	NOT			40
Sheep					
Poultry					
Rabbits	275	A V A I L A B L E	50		325
Bees	225 pkgs.			197to Coops	422 pkgs.
No. of Families Benefitted	300	40	49	100	489
Project Group Economic Level	Poverty to subsistence	Poverty	Subsistence	Poverty	
Participation Score	1.7	1	1.3	2	$\bar{X}$ 1.5
Structure	Committee of larger mission effort	Project run by local priest	Project operated by local priest	Local beekeeping committees directed by local priest	
Training	No regular training	N o n e	Beekeeping courses offered several times a year	One person from each center sent to Nebaj - no on-site training	
Benefits	Supplemental income Cooperative efforts	Flour mill reported to be of great help Upgrading of local sheep	Home consumption of honey Some supplemental income	Home consumption of honey Supplemental income	
Problems	High dependence on outside funding and expatriate personnel Low quality silage High overhead cost	Harsh climate - isolated area Low reproduction rates reported	Lack of queen bees Dependence on priest	Weak organization Dependence on priest Transportation	
Needs	Strong indigenous leadership Training program personnel and material	Assistance with reproduction problems Encourage a local organization	Encourage local organization		

APPENDIX H  
TABLE # 10  
SUMMARY OF HIGHLAND COOPERATIVES

	Novillero	Xelac	Nebaj (Bee only)	Chajul	Catarina	Loma Linda	Cabrican	Total
Date started	1973	1974	1976	1976	1977	1978	1978	
No. of Sub groups	1	1	18	1	4	1	10	36
<u>Livestock Input:</u>								
Beef				84	42			146
Dairy	15	116		2	1	20		134
Swine		25						25
Goats		22		12	23	7	23	87
Sheep	124					52	6	182
Poultry		40						40
Rabbits	782	30						858
Bees			2,550 pkgs.	20 pkgs.	22		24	2,590 pkgs.
							20 pkgs.	
<u>Livestock Distributed</u>								
Beef		NOT		87				87
Dairy	} 120 Placed in central rabbitory				1			1
Swine					7			
Goats		A V A I L A B L E		11				23
Sheep						40	5	161
Poultry							1	
Rabbits				2,000 pkgs.	20 to Coop			
Bees								2,020 pkgs.
No. of Families Benefitted	120	300	700	108	60	60	40	1,388
Project Group Economic Level	Subsistence	Poverty level to subsistence	Subsistence	Subsistence	Subsistence	Poverty level	Subsistence	
3 best - 1 poor Participation Score	1	1.7	3	2	1.7	2.7	2.0	$\bar{X}$ 2
Structure	Formal Coop	Formal Coop	Formal Coop	Informal Coop	Informal Coop	Land Resettlement Coop	Coop with regional committees	
Training	None	Just beginning	Strong and active Four 4/week courses per year	Informal - 2 per year	None Reported	Active from outside - Several per month	Active - weekly	
Benefits	Coop continuing - 120 families re- ceived improved sheep	Campesino dairy production Coop marketing Increase milk yield	Strong local orga- nization Increased income	Development of active committee	Too early for eco- nomic benefits Organization started	Distribution of land Community strength Coop purchased more cattle	Increased milk yield Terracing project Increased community organization	

Appendix H - Table # 10 contd.

	Novillero	Xelac	Nebaj (Bee only)	Chajul	Catarina	Loma Linda	Cabrican	Total
Problems	Collapse of rabbit enterprise in 1977-1978 Organization - Coop taken over by Government	Dependence on Helvetas Distribution system Poor participant identification	Land of Apiary Funds for training Management of Coop	Absence of bull Community division Dependence on absentee priest High goat mortality	Lack of expertise Adverse climate for rabbits Distrust of outsiders	Goats not adapted - returned to H.P.I. Highland of outside investment	Lack of land Marketing Dependent on priest	
Needs	Reorganization and new start	Stronger planning and organization Training program	New facilities for central apiary Indigenous manager	Replacement bull More training Assistance with growth	Technical and practical training More careful selection of recipients	Management training Replacement bull	None reported	

SUMMARY SHEET OF EVALUATION INDICATORS (SAMPLE)

TABLE # 11

Date of Report September 12, 1979  
 Person providing information Bryan Steelman

Name & type of project	Period	# of groups	Livestock input	Present # of livestock	Offspring from original	Redistributed to date	Death losses	# of families benefited over time	% of population benefited	Project group level
Sta. Maria Tzeja Colonization Coop	1974-1979	1	94 Beef 25 Goats 80 Pigs	175 Cattle	81	81	13	1977 - 114 1979 - 105	80% (130 families in community)	Subsistence

Training Training sessions seem to have prepared members to better manage cattle.

- Achievement of Objectives: (include degree of self sustaining) Establishment of a cattle development committee - 1973. Three years projected to meet objective of self sufficiency. Three species on livestock introduced - Beef, goats, pigs. Pigs and goats discontinued as not adaptable to conditions. Established basic supply of vet needs - resulting in better care of the animals.

Social/Organizational:

- a. Participation: Some participant involvement in original planning, now participation good.
  - Leadership Good - Priest involved - elected committee - 3.
  - Sharing of benefits Good - Goal to include large percent of community - 3.
  - Decision making Good - Committee makes decisions on project, redistribution, etc. - 3.
- b. Structure Cattle committee represents all interest of community in livestock development - stabilized membership to realistic level - 3.
- c. Socio-economic benefits (measured or observed) Community support and the organization provides a foci of group problem solving - 2.5. Establishment of a base for economic development. Home consumption - minimal.

Problems: Actual and potential (organization, technical, administrative, communication) Transport problems. Lack of pack animals. Lack of "ideas" for future planning. Poor management of the goats and pigs - most died. A misunderstanding regarding a shipment of horses in 1976 is still not resolved.

Needs & Suggestions Need more technical assistance - veterinary care and follow-up. Planning assistance. More pack animals.

COMMENTS: This was the first "resettlement" coop worked with in the ACAPEC program in the Ixcán. In all of these projects the main income is from growing and marketing CARDAMON, a product exported to Arabian countries for making perfumes. At present this constitutes about 90% of the money income for these campesinos. Production for home consumption comes from growing of some crops and the livestock projects. One recipient reports that having milk saved his child from dying.

Livestock growth rate start to present	86
Growth in # of direct beneficiaries start to present	182

SUMMARY SHEET OF EVALUATION INDICATORS (SAMPLE)

TABLE # 12

Date of Report August, 1979  
 Person providing information Fernandez

Name & type of project	Period	# of groups	Livestock input	Present # of livestock	Offspring from original	Redistributed to date	Death losses	# of families benefited over time	% of population benefited	Project group level
Mayaland-Colonization Coop	1977-1979	1	45 Cattle	66	21	10	In transport 1	1976 - 50 1979 - 150*	35%	Subsistence level

Training

- Achievement of Objectives: (include degree of self sustaining)      Formation of local organization and establishing a base of cattle for the future - accomplished. Long-term objective of provision of meat for community just started - three more years needed. Have not achieved significant milk production.

Social/Organizational:

- a. Participation:      Original planning done by two outside advisors, Tonino and Harder, participants involved - 2.3  
 - Leadership      Good, some lack of collaboration by some members.  
 - Sharing of benefits      Fair.  
 - Decision making      Fair - some communication problems noted.
- b. Structure      Membership growth - good, permanent committee, 200% growth in coop membership - 3.
- c. Socio-economic benefits (measured or observed)      Continuation of benefits positive, animals are in good condition and "owners" feel pride in what they have - 2.

Problems: Actual and potential (organization, technical, administrative, communication)      Lack of clarity of objectives and guidelines in the project and the agreement with participants.

Needs & Suggestions      Participants want a document that gives them title to cattle. Training on health of cattle.

COMMENTS:

\*The larger number of families "benefitted" compared to the numbers of actual recipients in this and some other projects indicates the number of members in the coop - many of whom have benefitted indirectly from the overall project, i.e., demonstration lessons, participation in other community projects, etc., and may also indicate those "waiting" on the list for offspring.

Livestock growth rate start to present	46%
Growth in # of direct beneficiaries start to present	24%

PENDIX K

TABLE # 13

LIST OF TWENTY-SEVEN RESETTLEMENT PROJECTS - IXCAN  
FROM WHICH DATA WAS USED FOR ANALYSIS

<u>Name of Colony</u>	<u># of groups</u>	<u>Year started</u>	<u>Cattle Input</u>	<u>Deaths<sup>1</sup></u>	<u>On hand</u>	<u>Overall herd growth rate %</u>	<u>Annual herd growth rate</u>	<u>Assess-ment<sup>2</sup></u>
Sta. Maria Tzeja	1	1974	94	13	175	86	17.2	Good
Xabel - Ixcan	1	1977	44	8	62	40	20	-
Lancetillo	14	1975	129	14	283	119	30	Good
Resurreccion	1	1977	35	4	48	37	18.5	Good
San Juan Ixcan	1	1976	27	3	33	22	7	Fair
Santiago Ixcan	1	1976	39	8	56	43.5	14.5	Good
Sta. Thomas	1	1977	20	4	22	10	5	Fair
San Lucas Ixcan	1	1978	18	1	17	0	0	New
San Jose Viente	1	1977	39	6	47	20.5	10	Fair
Sta. Maria Dolores	1	1977	40	2	60	50	25	Good
San Antonio	1	1977	21	3	19	- 9.5	4.7	Good
Kabil Balan	1	1976	43	3	57	32	11	Good
Mayaland	1	1977	45	1	66	46	23	Good
Chajul	1	1976	86	18	91	6	2	
<u>Total:</u>	27		680	88	1,036	52		

<sup>1</sup> Deaths in transport - 53, Reported deaths on site - 35.

<sup>2</sup> Fred Harder's overall assessment of the project

APPENDIX L

TRANSLATION OF A LETTER DATED FEBRUARY 29, 1980, FROM  
DONALD SIBLEY, QUEZALTENANGO, GUATEMALA, TO JERRY AAKER

Note: Don Sibley is the Agricultural Missions Representative in Guatemala, and formerly worked closely with H.P.I. in that country.

By Jerry Aaker  
March 10, 1980

Dear Jerry:

Several times I had to postpone my trip to the Ixcan, but finally in January I was able to make the trip.

As you know it was not my intention to make an indepth evaluation or study of the H.P.I. program since you had already made an evaluation, nor did I have the time or resources to visit all the cooperatives and speak to the members of the ACAPEC committees in that zone.

Perhaps what will be the most valuable from me would be some commentaries about the evaluation and some general conclusions which I could make that may be compared with the results of the H.P.I. evaluation (which you did).

As I have many tasks to do today I am doing this on the run and I do not have the time to put it into a well ordered or literate form. But here is what I have to offer for whatever it's worth.

Also, I want to say that I am writing in Spanish for two reasons, one is because I have a secretary that can handle it and secondly, I think that whatever evaluation study is done should be available first to the people who it is going to serve and who are most involved, and secondly for those who provide the funds or other resources for the study.

First, I am going to refer to the conclusions of the evaluation (Evaluation Field Test III - Guatemala, December 7, 1979). Basically I am in agreement with the conclusion # 1 that H.P.I./ACAPEC project has responded to projects in areas of colonization in the Ixcan that have given some assistance to some of the most needy rural families in the area. I think that it is important to understand the advantages and benefits of the project more for the future, as it says in

Appendix L contd.

the conclusion, and that it has not realized many economic benefits to date. Also, there should be emphasis on the fact that there have been few families who have received this help and that many more are waiting to receive it. The continuation work in this program is very important.

The second conclusion can be supported by (the experience of ) all types of development projects, including those of H.P.I./ACAPEC, which understand development as self-determination and local control of projects of these people where we work.

H.P.I./ACAPEC should work hard, in my way of thinking, as should every development program to respond only to projects which arise out of local initiative and control.

Conclusion # 3 - that which I indicate above for # 2 is applicable also for # 3, and, in a way of repeating a suggestion, would be that H.P.I./ACAPEC should not participate in projects which are large and in which the control of decisions is carried by a group outside of the project unless it is in those initial steps of consciousness raising.

In regard to conclusion # 4 (as well as the other conclusions) I would suggest that the program of H.P.I./ACAPEC limit itself more and more to responding to groups that are organized within the areas of the cooperatives and communities, and that the requests should arrive directly from the organization of the community and not through an individual who works with a few people in the community.

With regard to conclusion # 5 I have observed in all of the projects of development, and especially those of H.P.I./ACAPEC, that one has to study the concepts which the recipient group has of the project. The agreements are always open to misunderstandings or interpretations of what the program is. Don't put emphasis only on what the H.P.I. office thinks that the program should be. I refer to the emphasis that the animals are not gifts. Although we insist on this, the perception of some of the recipients has been to the contrary, and at times have influenced the success of the program and of the person that has received an animal.

It is important that evaluations of the program continue, and that local groups participate in these evaluations because a conclusion could change from one moment to another depending upon the local reality.

I refer to the matter of the certificates for those who are owners of the livestock, and even more than that is the matter

Appendix L contd.

of whether or not it is always an advantage for an individual to be the owner of an animal, or, if in some situations it is better that it be the cooperative. At the moment I do not see any reason or advantages for the cooperative to be the owner of the livestock, but I suggest that we continue evaluating this because lately I have seen many strong reasons why a cooperative should be the owner of land and not the individual cooperativists. It has been noted in many areas through the years that an individual owner can easily lose his property through the years and in contrast a cooperative does not.

In conclusion # 6 and # 7, I think that the emphasis in the future should certainly be training, education, and follow-up where animals have been placed. Even more, I think that the program should search for a strong decentralization because until now it has been controlled by a group in the capital (Guatemala city) and the participation of campesino leaders in decisions and control of the program have been minor.

In reference to the general recommendations I am not totally in agreement that the program should be legalized, even though I think it should have an indepth study of the advantages and disadvantages of such a move, looking at the opinions of many people from the field, people who know the politics of Guatemala, and if the conclusion is to search for formal legalization, then this should be the result of this type of re-evaluation; that is, always searching for other opinions before making a tie with the central government.

In reference to recommendation # 2, considering the situation and the needs of the people of the Ixcan, the Peten and the Altiplano I am in agreement with these priorities.

In reference to recommendation # 3, I would suggest that H.P.I./ACAPEC allow some time for local groups in the interior to form themselves into small organizations to contribute ideas about how to organize the program in the future, and that the central office in Guatemala and in the U.S. listen to these ideas from these regional groups.

I am in agreement with recommendation # 4 about the need for an emphasis on training of livestock promoters for the program in Guatemala, and this should always be under the control and guidance of the local groups in the regions and not directly under the central office.

In reference to recommendation # 5 it has always been my recommendation that the program should depend almost completely

Appendix L contd.

on local livestock and their improvement through programs of feeding, vaccination, disparatization, and not to bring breeds from the outside just to experiment with on the small Guatemalan farmer.

In place of making comments on the specific recommendations (with which I have no major problem) I would prefer to make some comments on what I saw in the Ixcan which basically backs up the evaluations.

First, I think that the follow-up and administration in the region of Ixcan (I suppose in the Peten also) should be underlined. Also, there is a great necessity for supervision on the part of someone who will listen to the farmers and cooperativists. I also believe that there could be advantages to emphasizing small animals for more people in place of a few large animals for a few people.

It's very important that the program work directly with organizations of the people and with their leaders more than with foreigners who may control the program too much. The training of Guatemalan leaders is urgent and can be achieved better by giving more responsibility and power over decisions to the people within their own groups.

There is always a danger when we work only with leaders and not with the total group in the community.

I encountered certain complaints with regard to the requirement for the small store of medicines which are found where the animals are. Some thought that the medicines are not the most appropriate or always the most necessary, nor the cheapest. They are not always adapted to the Ixcan zone.

From some sources came a complaint that the animals were given to persons favored by contacts outside of Guatemala, by the catechists who are favorites of the priest, or to a favorite member of the Protestant church.

If there is a local agreement with certain (established) rules they should be followed without fault.

With regard to passing on the gift, there were some suggestions and disagreements in relation to that which is the actual custom. One idea was that the person who receives the first offspring should pay, for example, \$30 to the owner for the calf and \$10 more to the committee. The first owner pays approximately \$65 in transport plus various days of his time going to get the animal (which comes out to an equivalent of

Appendix L contd.

approximately \$20), being a total of \$85.

There is a long list of persons who are waiting for animals. They have put emphasis on more animals with the idea of continuing to give other people the first offspring.

I would like to give you, Jerry, some comments with regard to the Social/Organizational indicators. I think it is very important in this program that we should struggle to make progress towards success of those areas under point C. (Note: In this commentary, Don refers to A, B, C, whereas the document (Appendix B, page 38) subsequently was changed to numerate these as 1, 2, and 3; therefore where he refers to A, he is referring to 1; where he refers to B, he is referring to 2, etc.)

Usually the H.P.I./ACAPEC program is at about point B. For example, in style of "leadership", I think that B is the usual result of a group of leaders that act for the total group, and, of course, we hope that we will go more and more towards consensus leadership and delegation of authority. In regard to benefits, # 2, it could be that we are at an A or B and we should progress towards a C. Also, the type of decisions is probably a B, and we should be looking for a more broad participation through the community or within the small producers.

Also, under your sub-title Structure for participation, membership is somewhat open with slow growth although it is a little bit doubtful if there is growth of the group, and this is what should be looked for (as it says in point C). Commitment, as it is pointed out in # 2, is something moderately achieved because there is always much personal interest that influences decisions. Also, as it says in # 3 the representation is from some sectors but not all of the sectors of the community.

Sub-title # 3, on growth and continuity or follow-up in reference to those components of a project and their integration, there are (in these projects) various components, but they are not at the same time multiple and coordinated.

And with regard to learnings, the continuation of projects are more and more moving toward the promise of socio-economic benefits that grow and continue after the project, but these are still around B, that is to say, the benefits are realized during life of the project. There has to be much more follow-up in order to be able to be sure of the presence of a C.

Appendix L contd.

Item # 3, the social benefits in quantitative terms are at a moderate level for those who receive animals, but because their numbers are relatively small, generally the observable benefits are minimal - the number benefitted are few.

Jerry, you must remember that I was only in one of the cooperatives and spoke with various members of the communities including, of course, the members of the Livestock Committee.

I hope that my observations confirm that which was found by the evaluation team, but, at the same time, there may be some additional observations than those of the committee.

I am sorry that we were not able to see each other during your last visit about a week ago, as I learned you were in Guatemala but perhaps the next time. Please let me know. Without thing further for the moment.

Donald D. Sibley



MAP Project Tracking System  
Project Development Chart

Title \_\_\_\_\_ No. \_\_\_\_\_

Date activities began \_\_\_\_\_

	Date							
ANTECEDENTS	Project no.							
A Concept Formation								
B Design and Evaluation								
C Funding								
Total								
PROJECT ACTIVITIES								
D Community Education								
E Community Services								
F Support Services								
Total								
BENEFIT CONTINUATION								
G Local Organization								
H Local Participation								
I Adequacy of Mechanisms								
Total								
BENEFIT GROWTH								
J Adoption of Practices								
K Local Resource Commitment								
L New Activities								
Total								
Overall Total								
PROJECT REACH								
M Total Communities								
N Total Population								

64



P. O. Box 808  
825 W. Third Street  
Little Rock, Arkansas 72203  
Telephone: 501 376-6836  
Cable: HEIFER

# HEIFER PROJECT INTERNATIONAL

March 14, 1980

Mr. Terry Ford  
Executive Director  
Heifer Project International, Inc.  
P. O. Box 808  
Little Rock, AR 72203

Dear Terry:

The attached document is the report of the third evaluation field test conducted under USAID Grant # AID/pha-G-1188 as a part of the H.P.I. Evaluation Project. The subject of this study is the H.P.I. program in Guatemala from 1970 through October, 1979, with special emphasis given to the 1974 - 1979 period.

This report is being submitted to you for review and discussion with the Program Department for any follow-up action deemed appropriate.

Four major findings have emerged from this study.

1. The development of an organization by Guatemalans for the purposes of providing local continuity of planning, operation and support of the Guatemala program is now imperative. (See Sections II and III from page 4 through 11 respectively.)

With the departure of the H.P.I. country representative from the field in November, 1979, the development of a local organization is recognized as a necessity by all parties involved.

After more than nine years of successful operation the program has matured to the point where high levels of local control and involvement must be realized. In the course of the evaluation visit a procedure was developed by the H.P.I. field staff and the Guatemalans most closely connected with the overall program together with the evaluation team for initiating a six-month period of intensified organizational study and development.

Contd .... 2

2. With the change of program emphasis beginning in 1974 from support of institutionally based projects to more direct involvement with numerous community based organizations, the H.P.I. program significantly increased its effectiveness in assisting low income rural families. (See Summary of Outputs - Ixcán projects on page 20, section B; and Summary of Projects in the Peten on page 24, section C respectively.)

With the exception of the landless, or near landless, Indian population in the highlands, the people who have settled in the newly opened areas of the Ixcán and the Peten probably constitute a portion of the poorest sector of the Guatemalan rural population. Locally based Livestock Committees in these areas have utilized cattle and services from H.P.I. to directly benefit approximately 1,300 families. An additional seven-hundred low income Indian families benefit from the Nebaj bee project.

3. The continued success of the individual projects depends on the following conditions:
- \* The continued and increasing productivity of the livestock.
  - \* Intensified project visitation, provision of veterinary supplies, and project level training.
  - \* A relatively stable and just economic and political order.

The first condition is a function of the physical environment and the day-to-day care given to the livestock of the recipients. The second condition is the responsibility of H.P.I. and our partner organization. The third, and most critical condition, will be the result of factors external to the program.

4. This study tends to support the thesis that those projects which exhibit high levels of local participation in planning and implementation tend to produce higher levels of benefit to their participants and to their communities. (See section VI from page 18 through 26 and Table # 6 within the same section.)

Given the limitations of the data available, it is the judgement of the evaluators and of the in-country staff that the social impact of the live-stock committees in the resettlement areas in terms of community solidarity, development of infrastructure and other indirect benefits, is higher than that of those projects which are developed and controlled by institutions, expatriate personnel or clergy. This thesis will be examined further in other project areas by means of information gathered from the revised Progress Report Forms and as a part of the forthcoming field test in the Philippines.

The reasons for conducting an evaluation field test in Guatemala at this time are:

- \* This program represents a traditional model of development assistance in which the field staff of the development agency is directly responsible for the planning and implementation of the program. Therefore it will be instructive to compare this model with those operative in Ecuador, Tanzania and the Philippines when the field test phase of the project culminates.
- \* A summative field study was in order due to the impending departure of the H.P.I. country representative from the field. Thus it was necessary to obtain a store of information for use in planning the future of the program in Guatemala.

This field test had the following purposes:

- \* To field test the revised evaluation design.
- \* To survey selected projects with regard to social and production indicators.
- \* To participate with ACAPEC in its own evaluation of the program.
- \* To assist ACAPEC in planning a program and organizational strategy for the next three years or longer.

Methodology:

A field survey of more than fifty projects was conducted in September and October, 1979. Survey instruments developed by the H.P.I. evaluation unit and adapted by ACAPEC were utilized. A preparatory visit was made by Dr. Gordon Hatcher and myself in June, 1979, to initiate planning for the evaluation. I was accompanied by Dr. Thanh Nguyen in September, 1979, to complete preparations for the study. Jerry Aaker served as the coordinator of the field visit in October, 1979. The primary responsibility for preparing the attached report was also given to Mr. Aaker. In February, 1980, a follow-up visit by Mr. Aaker was conducted. (See Appendix A from page 36 through 37.)

Prominence in this report is given to the Conclusions (pages 1 through 3), the Recommendations for Future Programming in Guatemala (pages 4 through 5), and Program Strategy Suggestions (pages 8 through 11). The recommendation which required and is now receiving immediate attention is:

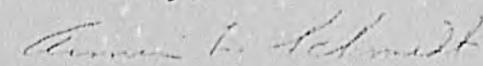
- \* That ACAPEC engage in a six-month feasibility study of organizational and program options. (See Section II on page 4, item # 1.)

The preliminary results of this study and planning period will be reviewed by H.P.I. and ACAPEC in May, 1980. The Specific Recommendations (pages 6 through 7) detail the procedures and arrangements for conducting this study. Ing. Edgar Fuentes is leading the group in this exercise.

The Program Strategy Suggestions include a suggested organizational structure for ACAPEC, anticipated personnel needs, and a description of the function of each position in the new organization.

It is anticipated that clear directions for the organization, emphasis and scope of the Guatemala program will be finalized by June, 1980.

Sincerely,

  
Armin L. Schmidt  
Director of Evaluation

ALS/as

B