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A PLAN FOR HUETAR ATLANTICA

volume I
Summary

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A PLAN FOR
REGION
HUETAR ATLANTICA

SUMMARY

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SUMMARY

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LIST OF ABBREVIATIONS AND ACRONYMS

ASBANA - Association of Banana Producers of Costa Rica
BCNR - National Bank of Costa Rica
CATIE - Center for Tropical Agriculture Research and Training
CNP - National Production Council
CODESA - Costa Rican Development Corporation
FECOSA - National Railroad of the Atlantic
INVU - National Institute of Housing and Urbanization
ITCO - Institute of Land and Colonization
JAPDEVA - Atlantic Basin Port and Development Agency
MAG - Ministry of Agriculture and Livestock
MOPT - Ministry of Public Works and Transport
OFIPLAN - National Planning Office
USAID - United States Agency for International Development

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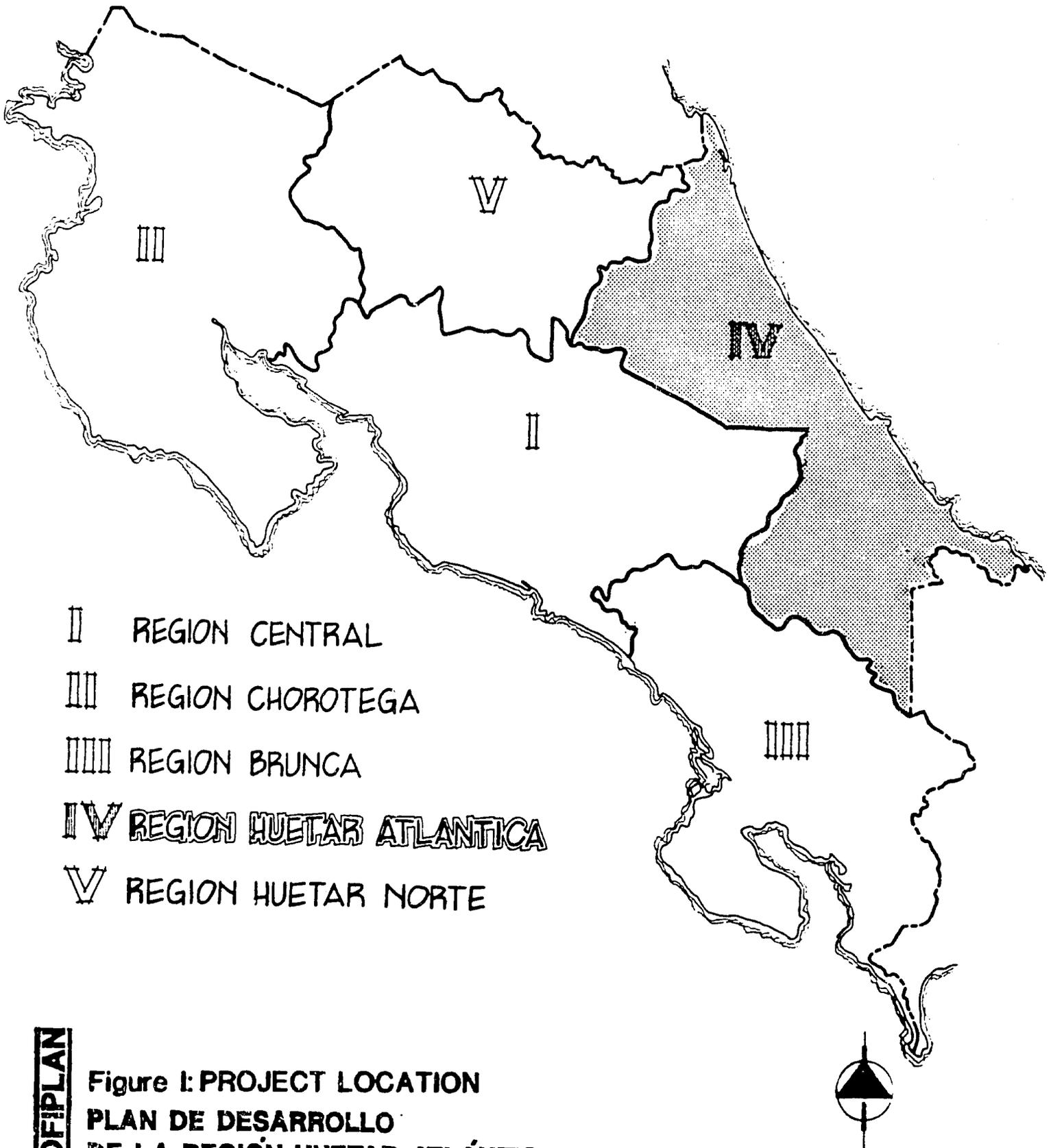
PRESENTATION

Like many countries of the world, Costa Rica has become sensitive to the developmental dichotomy posed by the rapid growth of its capital city and the much slower rates of development in the peripheral regions of the nation. Whatever the specific reasons for the difference in development, the essence of the dichotomy is that the metropolitan capital is seen to contain advantages and prosperity that outlying regions do not.

In response to these regional disparities the government has embarked upon a program of regional planning and development. The heart of the program, the Secondary Cities Project, has three major objectives; it seeks to strengthen the urban network in the peripheral regions in order to convert it into a dynamic element of regional development, to raise the standard of living among the populations of these regions, and to realize the potentials for increased productivity.

In June 1981 the Government of Costa Rica contracted with California State Polytechnic University to carry out a series of studies designed to contribute to the development of a regional plan for Huetar Atlantica. The information contained in this volume summarizes the findings and recommendations of studies in four, general subject areas, each of which forms a major element in a regional plan. The studies focused on environmental management, factors in agricultural development, the settlement system and employment, and the transportation network. Volume II of this report contains the complete text and results of the four studies together with maps and supporting material developed in conjunction with the studies.

In this Summary we first briefly describe the region Huetar Atlantica and identify the major problems which it confronts. The next section is divided into two parts: in the first we define and discuss four key issues which shape the region's development. The way in which each of these issues is resolved will determine the framework for further planning and implementation strategies. In the second part, we summarize the major findings and recommendations from each of the four studies. The regional synthesis which follows, describes the major features of regional integration and the overall form of the region in the future. Finally, we discuss the next steps needed to complete the design of programs and implementation methods. Annex I of the Summary contains a detailed listing of all the recommendations, including priorities and specific sites for the implementation of programs and projects.



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**Figure I: PROJECT LOCATION
 PLAN DE DESARROLLO
 DE LA REGIÓN HUETAR ATLÁNTICA**

REGIÓN HUETAR ATLÁNTICA

ASPECTOS GENERALES Y PRINCIPALES PROBLEMAS

La región Huetar Atlántica comprende la gran área costera caribe que se extiende desde la frontera nicaragüense hasta la panameña. Las condiciones físicas del área han llevado a una desigual ocupación del espacio lo cual permite distinguir dos subregiones bien diferenciadas: la subregión Limón y la subregión Pococí.

La subregión Limón, que abarca la porción sur, se caracteriza por las grandes restricciones al uso productivo que imponen las condiciones del medio físico. Las posibilidades de expansión de las actividades agrícolas son más bien limitadas debido a que gran parte de las áreas aptas están actualmente ocupadas y en uso y cuya distribución no es continua, sino más bien conforman áreas separadas. Se pueden distinguir las siguientes el área cacaotera que se extiende en la franja costera; la actividad bananera en el valle de la Estrella; en el valle del río Sixaola se está desarrollando otro importante núcleo agrícola, en parte desarrollado como cultivos de plantación por PAIS S.A., que se integrará con actividades agroindustriales; en Talamanca las comunidades indígenas dedicadas a economía de subsistencia. La población está en su mayoría concentrada en el centro subregional, Limón, único centro urbano importante que se destaca por ser el centro cultural de la población negra y el principal puerto importador y exportador del país y donde se originan fuertes tensiones sociales. Las actividades portuarias han sido y siguen siendo un factor de atracción para gran número de personas procedentes tanto de la misma región como de otras áreas del país.

Por otra parte, la subregión Pococí presenta condiciones totalmente diferentes. Esta subregión presenta un gran área central apta para la explotación agrícola, bordeada por las tierras bajas y húmedas costeras y las fuertes pendientes de las laderas orientales de la Cordillera Central. Esta área ha sido ocupada en parte por agricultura comercial, en algunos casos tipo plantación. Como apoyo a las actividades agrícolas se han desarrollado importantes núcleos donde se aplican nuevas tecnologías y se experimentan nuevas variedades y cultivos, con el fin de diversificar la producción e incrementar los rendimientos y la productividad. En la periferia de esta, de reciente colonización y en continua expansión, predominan los pequeños agricultores. Esta subregión es potencialmente rica para el desarrollo de cultivos importantes para la economía regional y que pueden servir de base para el desarrollo de agroindustrias.

El patrón de distribución de la población también difiere de la subregión Limón, ya que está constituido por un gran número de pequeños centros distribuidos por toda el área y donde se destacan como centros de servicios más especializados Guápiles y Siquirres, pero que no constituyen centros de tamaño desproporcionado en relación al resto como ocurre con Limón.

Un gran obstáculo para el desarrollo de esta subregión ha sido la carencia de vías de comunicación adecuada con los principales mercados, como Limón y el área central del país. Esta situación está próxima a cambiar con la apertura de las carreteras actualmente en construcción, Guápiles-Limón y Guápiles-San José. De especial significación será esta última, por el impacto en las relaciones entre estas dos áreas y en la función del centro de Guápiles.

Como una primera aproximación a la identificación de los problemas que afectan a la región y que serán desarrollados posteriormente en forma más específica, se puede establecer que:

Falta de una reglamentación que evite la expansión inadecuada de la frontera agrícola por los problemas que genera por la ocupación de tierras marginales y la dispersión de la población, lo cual no permite la dotación adecuada de servicios o lleva a realizar grandes inversiones en infraestructura que no son utilizadas en forma racional.

Gran número de fincas debido a que no poseen el título de propiedad o que son ocupadas en precario, son explotadas en forma inadecuada por la situación de inestabilidad y falta de recursos con las consiguientes consecuencias económicas y sociales.

Graves problemas económicos que son afrontados por los pequeños agricultores que carecen de recursos financieros para explotar adecuadamente sus fincas.

Falta de financiamiento adecuado para las actividades agrícolas, agro-industriales e industriales, especialmente para el desarrollo de pequeñas y medianas empresas.

Problemas económico y sociales en las áreas cacaoteras invadidas por enfermedades, que requieren ser rápidamente sustituidas por nuevas plantas o introduciendo nuevos cultivos.

El problema del subempleo y del desempleo es una de las más importantes a tomar en cuenta. Se presenta en mayor grado en el centro de Limón, por las actividades portuarias. Pero es importante anotar que esta región se destaca por pagar los salarios más altos del país. Si este problema persiste o se agudiza, como puede ocurrir por la introducción de nuevas tecnología en los puertos de Limón y Moín, la situación será difícil por las tensiones sociales ya existentes.

Necesidad de planificar una expansión adecuada del mercado de trabajo para los próximos veinte años, previendo el problema que puede ocasionar el aumento de la oferta de mano de obra debido al mayor tamaño de las familias que han inmigrado al párea en los últimos años.

MAJOR FINDINGS AND RECOMMENDATIONS

Development goals and the strategies designed to attain them must be consistent. Before decisions about very specific programs and projects can be made, there must be a set of clear policies that address more general issues. Below we raise for consideration four key issues which confront the Region Huetar Atlantica: each issue requires a policy decision. Together, the policies formulated provide the framework within which planning and implementation are carried out.

Four Key Issues in the Development of Huetar Atlantica

1. Balancing Efficiency and Equity in Aid and Investments

As we have mentioned in our brief description of the region, the two subregions that compose Huetar Atlantica are differently endowed with development potential. Whereas subregion Pococi has large areas that are apt for diversified agricultural production, the possibilities for agriculture in subregion Limon are more limited. In Pococi, the spatial pattern of settlement and infrastructure development complement the agricultural potential and present opportunities for investment in agro-industries and services for the rapidly growing population. Apart from the major city of Puerto Limon, settlements in subregion Limon are fewer and smaller, and the infrastructure which serves the subregion is not nearly as extensive as in subregion Pococi.

With respect to the standard of living, the population of each subregion must also be differentiated. Though there are subregions in both Pococi and Limon that have low levels of satisfaction of basic needs, Canton Talamanca in subregion Limon ranks among the lowest in the entire nation in its living standards. When this situation is added to the high levels of unemployment in Puerto Limon and to the severe economic decline experienced by the subregion's cacao farms, a picture of distressing social and economic conditions in the subregion Limon emerges.

Faced with the differences between the two subregions, how are priorities to be established for the distribution of aid and investment? Given the Government's limited resources, how can meeting the needs of the most distressed population be reconciled with the desire to take advantage of the potential for growth? Can social and geographic inequalities be most effectively reduced through the long term general economic growth of the region or through immediate direct assistance to the most distressed populations?

These are questions for which a simple either/or answer is insufficient and possibly misleading. The ultimate goal of regional planning is to improve individual and social welfare of the population, especially those who are poor, unemployed, and without adequate public services. But this does not necessarily mean that investment and aid must be automatically channeled on a "worst-first" basis. In fact, if equity is to be achieved rapidly and without continued subsidization over long periods of time, it must be through a regional development policy that combines the development of high potential areas with a commitment to human resource development in the less prosperous places. Attention to development potential should not be viewed as incompatible with a sensitivity to immediate economic and social needs.

We suggest that investments can be encouraged in a few particularly promising locations, taking into consideration the availability of raw materials, the need for geographic patterns of employment and access to adequate services. The locational policies for investment must be coordinated with a strategy for human resource development which consists of immediate and direct assistance to the neediest population through improved health and education facilities, vocational training and retraining, that is linked to actual jobs, a system of job information and placement services, and relocation assistance. This is a strategy that recognizes that migration, especially when it is linked to specific job opportunities and locations, is an acceptable and useful means of achieving regional adjustment and economic and social integration.

2. The Spatial Pattern of Settlement:

Concentrated or Dispersed

There have been significant changes in the spatial pattern of population settlements in the region during the last 15 years. In large part these changes are attributable to the influence of transportation network expansion and to the land redistribution process.

In the past, the pattern of settlement in the region followed the extension of the railroad from San Jose to Puerto Limon: settlements formed a tightly clustered corridor on either side of the line. In recent years improvements to the main highway and the expansion of the road system, particularly in the subregion Pococi, have encouraged the spread of settlements into areas which were formerly unpopulated.

Government acquisition of lands for parcelization and redistribution has also encouraged the dispersion of population over large areas. It is understood that the government must acquire unutilized and underutilized lands at the lowest price for the purpose of redistribution. Though this policy is laudable, the acquisition and distribution of the land and the encouraging of agrarian settlements needs to be coordinated with overall regional development objectives. If there is to be a locational policy for the allocation of investment and aid (as above), then the spatial pattern of settlements within the region must be a part of the policy. Services, infrastructure, training programs, and employment opportunities can then be provided in an efficient and equitable manner.

Accordingly, we have recommended that priority for the provision of infrastructure and services be given to existing settlements and those areas where population is already concentrated. We also suggest that, whenever possible, lands be parceled and distributed first in the areas closest to existing settlements and infrastructure. Only after current population concentrations are adequately provided with roads and services should population be encouraged to spread outward from the core areas of the region. New settlements of migrants from other regions should be encouraged to move closer to existing services on the understanding that services and roads cannot be extended to outlying settlements in the near term.

3. Developing the Regional Economy

While Preserving the Environment

Regional development policy must seek a balance between the desire to exploit natural resources and the need to preserve the ecological basis of these resources. Economic development that utilizes natural resources need not be a zero-sum game in which the environment is sacrificed to economic growth: neither should economic growth be hampered solely to preserve the environment. The problem is to find the best possible relationship between natural resource exploitation and environmental needs.

Some of the problems in Huetar Atlantica with respect to this issue are related to those raised in the previous issue. The expansion of the road system into forest areas has encouraged random logging, deforestation, and the destruction of ground cover needed for soil preservation. The promise of land redistribution has encouraged migrants to settle almost anywhere and frequently on lands that are environmentally sensitive and of poor quality for agricultural use. In addition, the parcelization process often ignores basic productivity and natural land features in favor of standardized subdivision plans. Though efforts to set aside forest and wildlife reserves in the region are important, they need to be coordinated with regional development objectives. Plans to exploit energy and mineral resources and schemes to develop tourist facilities in areas bordering forest and wildlife reserves must be similarly coordinated and must be subject to environmental controls.

A clear policy statement regarding environmental management can add considerable strength to a regional development plan. We have attempted to aid the definition of policy alternatives by proposing an environmental management scheme (see Appendix A). This approach suggests the creation of general management zones in which the environmental impacts of development opportunities can be assessed. Once impacts are understood, mitigation measures can be developed. The use of this scheme can lead to policy guidelines that balance economic development and environmental preservation for each management zone.

4. Production and Trade:

Finding the Right Combination for Regional Growth

One of the factors that makes a region's economy grow is trade* -- the import and export of goods and services. Huetar Atlantica's economy is largely dependent on international trade: the leading cash crop (bananas) of the agricultural sector is exported and the major portion of non-agricultural industry and services located in Puerto Limon are related to the import/export functions of the port. Meanwhile, the region's population depends mainly on subsistence production supplemented to a large extent with consumer goods imported from other regions of the country or from abroad. This consumption pattern represents a "leakage" of income that might be retained within the region if more commodities were produced and consumed locally. The agricultural production for export also represents a leakage, for even though bananas produce foreign

*Other factors are the migration of people in their capacity as workers and consumers, and the availability of capital.

exchange and even though many people in the region are employed at high wages, the profits from production accrue to external investors and the workers remain dependent on imported items for sustenance.

Under these conditions it is usually suggested that the types of regional products be diversified and the direction of trade be modified in such a way as to retain income and investment within the region and the nation. But more important than the choice of diversification is the choice of the products to be produced. The objective of diversification is to avoid repeating the vulnerability of dependence on one or two export products, on a limited source of demand, or on a product that is subject to cyclical demand. A policy that emphasizes only the production of more exports will lock the region more firmly into dependence on external demand while neglecting the production of basic commodities for internal consumption: this only reinforces the population's need to import consumer items and adds to the outflow of foreign exchange. To view export demand as the prime mover of regional growth is to only look at one side of the trade equation.

The type of diversification that must occur in the agricultural sector is one that promotes the cultivation of crops that will supply the local and national population with food and raw materials for industry without curtailing the production and export of the region's leading crop. Moreover, diversification must occur in other sectors of the economy. For this reason we have recommended that the region begin by producing some of the products and services demanded by its own agricultural sector (see Appendix B and the recommendations for agro-industries that support agriculture). This type of production generates new employment and income in production and repair of agricultural machinery, marketing, storage, transport, and other activities related to expanding agricultural production. The new income for the employees generally leads to increased demand and this, in turn, gives impetus to the production of more commodities for local consumption.

The policy issue, then, is what type of production will be encouraged and what will be the emphasis of trade -- intra-national or inter-national? Can a balance of production and trade be found that continues to bring in needed foreign exchange and stimulates the local production and consumption that saves foreign exchange and leads to an upward cycle of regional growth?

Findings and Recommendations

The Environment

1. Soil Quality: Conserving the quality of the soil for productive activity is a fundamental problem for the region's future development. In many places deforestation and the extension of roads and settlements have led to erosion, loss of fertility, surface hardening or waterlogging of soils. Even on good alluvial soils conservation techniques are necessary. As agriculture and settlements extend into more marginal soils, the need for continual care is more pronounced. Maintaining forest and vegetative cover, crop rotation, and returning nutrients to the soil are practices which must be emphasized among farmers and settlers everywhere in the region.
2. Forest Exploitation: Productive forests, functioning on a sustained yield basis through careful harvesting and replacement, can be an important economic asset of the region. Instead, the tropical forests are being exploited in a random, indiscriminate way. Apart from leading to increased flooding and soil erosion, a major resource is being lost in return for minimum benefits. Limiting road access into forest areas, enforcement of existing licensing laws for forest exploitation, and programs of tax incentives to encourage limited harvesting and reforestation by landowners are all means of reducing the extent of the problem. There is also a great need for the establishment of tree nurseries for valuable hardwoods and for reforestation projects that use native species: both projects should be established in many locations throughout the region.
3. Water Pollution: Many rivers, streams and coastal waters are seriously polluted by the use of pesticides, herbicides, and fertilizers in connection with agricultural activity and by the lack of sewage treatment facilities for settlements. Poor soil conservation practices and deforestation are contributing to siltation of the rivers and canals. If not controlled, these problems will eventually threaten domestic water supplies and the development of agriculture, fishing, water transport, and tourism. Development of sewage treatment facilities for the largest towns (Limon and Guapiles) and for some coastal communities must be a priority. The use of chemicals for agriculture should be restricted within 300 meters of river courses.
4. Flooding: All of the rivers periodically overflow their banks in the coastal plains area of the region. These floods often cause serious damage to crops and settlements. Abrupt changes in some river courses also are disruptive to human activity. An effective flood control program must combine

watershed management with dikes, diversion structures, and minor canals. To channelize the rivers with concrete is an expensive solution that ignores the fact that the floods replenish fertile alluvial soils in the region's crop lands. The best solution will utilize some of the benefits of the flooding and minimize the damage to human activity. Finally, as an alternative to large and expensive hydro-electric projects on major rivers, smaller, more efficient hydro-electric projects on tributaries should be considered.

5. The Personal Environment: Huetar Atlantica has developed over the years, a strong and unique cultural identity which is expressed visually in architectural styles, the use of color and plants. The building types are sensible in view of the climatic conditions in the region and attractive from a visual perspective. The cultural differences, the special architecture, the use of plants, color and the beauty of the natural environment are unusual enough to be of considerable interest to visitors. The preservation of indigenous building styles should be encouraged by designing government projects more in accord with local tradition. Simple, small-scale tourist and recreational facilities should be developed that emphasize observing and enjoying the unique regional identity and the beauty of the natural environment.

Agricultural Development

1. Coordination of Land Distribution, Agricultural Planning, and Regional Development Objectives: The efforts of the government to distribute land in the region are extremely important to the development of the region. Priorities for the location of new agrarian settlements, for the promotion of crops, for investment in infrastructure, for the location of agro-industries, and for the promotion of employment must be coordinated between institutions. More importantly, these priorities must be guided by policy decisions on regional development objectives. The process of parcelization and land distribution must respect the natural productivity of the land. This means that (1) standard parcel sizes must be adjusted where land is of lesser quality for agricultural use, (2) adequate information is needed about the best soil conditions, climate factors, and specific locations for crops and that this information must be widely distributed to extension agents and farmers, (3) suitable crops should be encouraged first in the areas with the best soils, infrastructure and support services. Settlement should not be encouraged on marginal or environmentally sensitive lands until the land most apt for production is fully utilized.

2. Diversification: Current agricultural production is limited in variety to a few export crops and subsistence items. Both subregions are capable of producing a wider variety of products. The agricultural potential of both subregions

should be used to combine export production with the increased provision of food and raw materials for use by Costa Ricans. One of the best ways that the government can help itself out of its current financial dilemma and begin the upward cycle of development in Huetar Atlantica is to use diversification to cut the outflow of foreign exchange while providing employment and income which is retained within the region and the country. (Specific crops recommended for each region appear in the Annex I of this Summary, and in Appendix B, Recommendation 10 of the Special Studies of Huetar Atlantica).

3. Establishing Agro-industries: The criteria for the type and location of agro-industries needs to be coordinated with policy decisions about regional development objectives. These decisions include specific locations for future population growth, employment creation, infrastructural investments and priorities for the development of crops. The promotion of industries that process item used by local agriculture (bags, fertilizers, feeds) should be considered as well as those that process commodities for export and internal consumption. Industries for which there is surplus material available should be given priority for development. Next, priority should be given the development of industries for which crops will be available in two to five years. Because the supply of capital for investment in agro-industries is a severe problem, consideration ought to be given to the promotion of small and medium sized industries that utilize many local inputs: these industries tend to be require less capital and to be foreign exchange saving. The industries can grow with demand as economic conditions become more favorable. In view of the need for employment creation in the region, now and in the future, priority for credit should be given to industries that create a high proportion of direct and indirect employment in the region and the nation. (Specific recommendations for types and locations of agro-industries appear in Annex I of this Summary and in Appendix B, Recommendation 9 of the Special Studies of Huetar Atlantica).

4. Credit for Agriculture: Region Huetar Atlantica is among the lowest regions in the nation with respect to the supply of credit for agriculture. Moreover, during the next 10 to 15 years, small holders will form the agricultural and economic base of the region: their productivity must be stimulated for economic growth to occur. When credit is once again available, efforts must be made to extend more to the region and specifically to small holder agriculture. Efforts to diversify production in the region require that the basis for extending credit, which has been according to traditional crops, will have to change in favor of newer, high value crops and crops that are given priority for development of agro-industries.

5. Transmitting Technology and Inputs to Farmers: The number of different institutions engaged in offering technical assistance to farmers in the region represents a wealth of resources. Unfortunately, these resources are being wasted because they duplicate activities and lack coordination. Meanwhile, important information about new products is not being effectively transmitted to the farmers. The result is that experiments remain as experiments: few farmers adopt new crops or new techniques. A single, regional authority to coordinate technical assistance and extension services to farmers must be established. The introduction of new crops to potential adopters must be coordinated with this regional authority.

The Settlement System and Employment

1. Selecting Settlements for Growth: The majority of the region's population lives in very small settlements scattered throughout the region. The potential for these settlements to grow is dependent on the local agricultural economy and on their ability to provide services for the dispersed population surrounding them. It is not feasible or desirable for all these settlements to assume service functions; neither the resources to invest in infrastructure nor the market to support the services exist. Nevertheless, some settlements must be selected to receive investments that will stimulate growth. Criteria for their selection should include among other things (1) access to existing transportation routes, (2) access to productive land, (3) availability of land for settlement that is not subject to environmental hazards, and (4) the existence of public facilities and services. As some of the settlements grow, a hierarchy of centers and services will emerge. Figure II, "Projected Development Pattern, 1990," gives some idea of the hierarchy of settlements within a more concentrated pattern of population.

2. Shaping the Pattern of Future Land Use: Transportation has been a major factor in shaping the settlement system in the region. The completion of the new highway from San Jose to Puerto Viejo in Region Huetar Norte is bound to change the spatial pattern and the importance of settlements in the region. Guapiles will undoubtedly increase in importance as a major center because of its proximity to the nexus of inter-regional transportation. The highway is also likely to encourage new settlements in previously unpopulated and in lightly populated areas. Now, before the highway is completed, is the time to begin planning for the most desirable locations for population concentrations and investments in public facilities along the route. Now is the time to begin planning, in the area to be opened, for a regional land use pattern that designates land to be held in reserve, and land to be used for agriculture and urban development. Criteria for the selection of these areas should follow the general guidelines established in the previous section for regional development.

3. Job Training and Employment in Puerto Limon: Puerto Limon offers the broadest range of job opportunities of any center in the region. Because of its importance as a national transportation center, much of the current government investment in the city has been directed to improving the efficiency of the port and to increasing the capacity of cargo handling. The improvements to the port include new container cargo handling facilities, a change which will displace many workers from their traditional jobs as stevedores. Though there is another new port facility nearby in Moin, there is no guarantee that new jobs there will absorb unemployed labor from the port of Limon because the Moin facility is also dedicated mainly to containerized cargo. Though new jobs will be created in cleaning and repair of the containers, there will not be enough of them to absorb those who will be unemployed. Moreover, these new jobs require a specially trained labor force. A substantial effort must be made now to begin training labor that will be displaced to take new jobs. Preference for admission to training programs should be given, at first, to displaced dock workers. The training should be linked to job opportunities in specific industries or services in Puerto Limon or in other locations. There must be a more organized system for obtaining information about employment opportunities and job placement services need to be established, possibly as part of the training program. In addition, the development of labor intensive industries should be considered as part of the new Zona Franca project being planned for the city.

4. Employment Creation in Other Parts of the Region: The region has a high rate of population increase, much of it through in-migration. According to recent estimates, the population of each subregion has grown by as much as 25% in the last decade. Many of the new families are young and, for Costa Rica, larger than the average size. This means that a substantial number of people will be entering the labor force of the region in the next 10-15 years. Because new lands are becoming progressively more scarce, surplus plus labor will seek jobs (1) on other people's farms, (2) in non-agricultural pursuits in rural areas or in the growing settlements of the region, or (3) they will migrate to towns and cities within the region or in other regions. Clearly, employment opportunities need to be created both in rural and urban areas to absorb the additions to the labor force. Agro-industries will provide some new jobs, but employment opportunities must be created in other sectors of the region's economy as well. We have recommended the creation of jobs in small and medium sized industries and services that supply the agricultural sector first (machine and tool repair, clerks, bookkeepers). But labor will have to be trained to perform

these tasks. Training programs ought to be established in rural areas and small settlements and especially geared to youth entering the labor force. The skills ought to be linked directly to existing or potential jobs in specific locations: creation of on-the-job training programs is also a possibility. Special emphasis should be given to the development of training programs for women in both rural and urban areas since their need for job-related skills is frequently overlooked. As much as possible, training should be in diverse occupations as one small settlement cannot employ too many of one type of occupation. Finally, to reiterate a point made in earlier recommendations, emphasis on the expansion and diversification of the agricultural sector will lead to the creation of new jobs, income, and new demand---which will in turn, create more employment.

Transportation

1. Road and Highway Expansion and Maintenance: The road system of the region is characterized by many incomplete roads, poor maintenance, and seemingly haphazard road extensions. Priority must be given the completion of highways and roads which serve already existing concentrations of population: lack of completion is hindering the expansion of agricultural production and marketing of products. No further extensions to the system should be made until existing road-starts are completed. Maintenance of existing roads must be better coordinated between MOPT, JAPDEVA, and municipal authorities. There are many shortages of supplies of labor and equipment (and labor trained to run and maintain the equipment), and priorities for road maintenance are not always clear. Exactly who will bear the responsibility of recurrent maintenance, and how and where scarce supplies of labor and equipment will be distributed throughout the system, needs careful consideration, planning and coordination. A detailed discussion of road conditions and recommendations for improvements appears in Appendix D and in Annex I to Appendix D in the Special Studies of Huetaar Atlantica.
2. Municipal-Port Relationships in Puerto Limon: The improvements that are taking place in the port involve the linkage of three types of transport; rail, truck, and ship. The efficiency with which these linkages are made will affect the operations of the port and the circulation system of the city. Planning for these linkages must be coordinated between municipal authorities and JAPDEVA because the design of land uses and circulation in both the port and the city are involved.

3. The Railroads: The rail system is important to the region and to the nation because of its ability to handle the heavy and bulky cargo which is transported to and from the sea port at Puerto Limon. The railroad also provides transport for agricultural products from other parts of the region and access to settlements constructed along the right-of-way. The system represents an enormous investment of funds; to derive full returns from it, it must be maintained and operated efficiently. A first step in deriving full value from the rail system is to upgrade existing equipment; this includes the repair and replacement of passenger and freight facilities and track maintenance. Priority for extension of the system must first be the linkage with the ports of Moin and Limon. If further extensions are planned, priorities should be to serve existing populations concentrations within the region. Considered over the long term, investment in additional links to the system may serve as a viable alternative to extensions to the road system, particularly where the development of industry or agro-industry anticipates transportation of bulky or heavy freight.

4. Development of Inland Waterways: Within the region there exist several rivers that have potential for improving transportation with relatively small amounts of investment. At present these waterways are not well developed and meet only a small percentage of the total transportation needs of the population. Relatively minor improvements in the form of clearing debris, minimal dredging, construction of water-landing-road linkages would substantially increase the present limited capacities of this transport mode. More importantly, improvements can be made fairly quickly and cheaply with relatively high returns in the form of improved access and commodity flow to and from many settlements in the region. Appendix D contains a more detailed discussion of the improvements and the rivers involved.

REGIONAL SYNTHESIS

Earlier we mentioned that this regional planning program has three broad objectives: to strengthen the urban network, to raise the standard of living, and to increase productivity. If even a few of the more important recommendations in this plan are effectuated, the next 10-15 years could bring some of the following results. Figure II helps in the visualization of the projected development pattern, especially when compared with Figure I Appendix C "The Settlement System" in the volume of Special Studies.

The Urban Network and Rural Land Uses

1. Creation of two major focal points of urban activity in Limon and Guapiles, that anchor either end of a corridor of settlements extending from the inter-regional highway to Huetar Norte east and south to Sixaola. An estimated 80% of land within this corridor is used for settlement and infrastructure, and about 20% is used for agriculture and rural open space.
2. A selected few urban centers of lesser rank will be encouraged to grow and take on service center functions to serve populations residing in and around the corridor. See Figure II for a list and ranking of centers.
3. Surrounding the more densely populated corridor is a less concentrated area of settlements interspersed with agricultural uses. Primarily composed of small farms (less than 10 has.) this area supplies food to local and national populations and raw materials to agro-industries in the larger urban centers and to a few processing plants distributed within the small farm area. The area is well served with roads. About 50% of the land is used for settlements and infrastructure and 50% is devoted to agriculture.
4. Beyond the settlement area is land primarily for extensive agricultural use with only a few, widely spaced settlement clusters that serve as points for collection and transport to shipping, processing or marketing centers in the corridor. The area is served by a few, well maintained roads; limited essential services are provided to the population. About 85-90% of the land is devoted to agriculture and 10-15% to settlement and infrastructural development.
5. Areas of marginally productive land are held for future expansion of agricultural development pending planning and financing of infrastructure and settlements, and information about the most suitable crops for the area. No services or infrastructure to be extended for 10-20 years.
6. Environmentally sensitive areas reserved for (a) exploitation under strict limitations (forests, tourism, minerals),

and (b) wilderness and watershed lands not to be developed.

7. The trade-off involved in encouraging higher concentrations of population lies in smaller parcels of land and in the possibility that all new settlers will not be given a farm. On the other hand, current policies which encourage people to settle on land (some of which is marginally productive) in a dispersed settlement pattern is not necessarily in the interests of equity. Chances are slim that basic needs will be met and that more than bare subsistence will be achieved where adequate transport and service connections cannot be provided for many years.

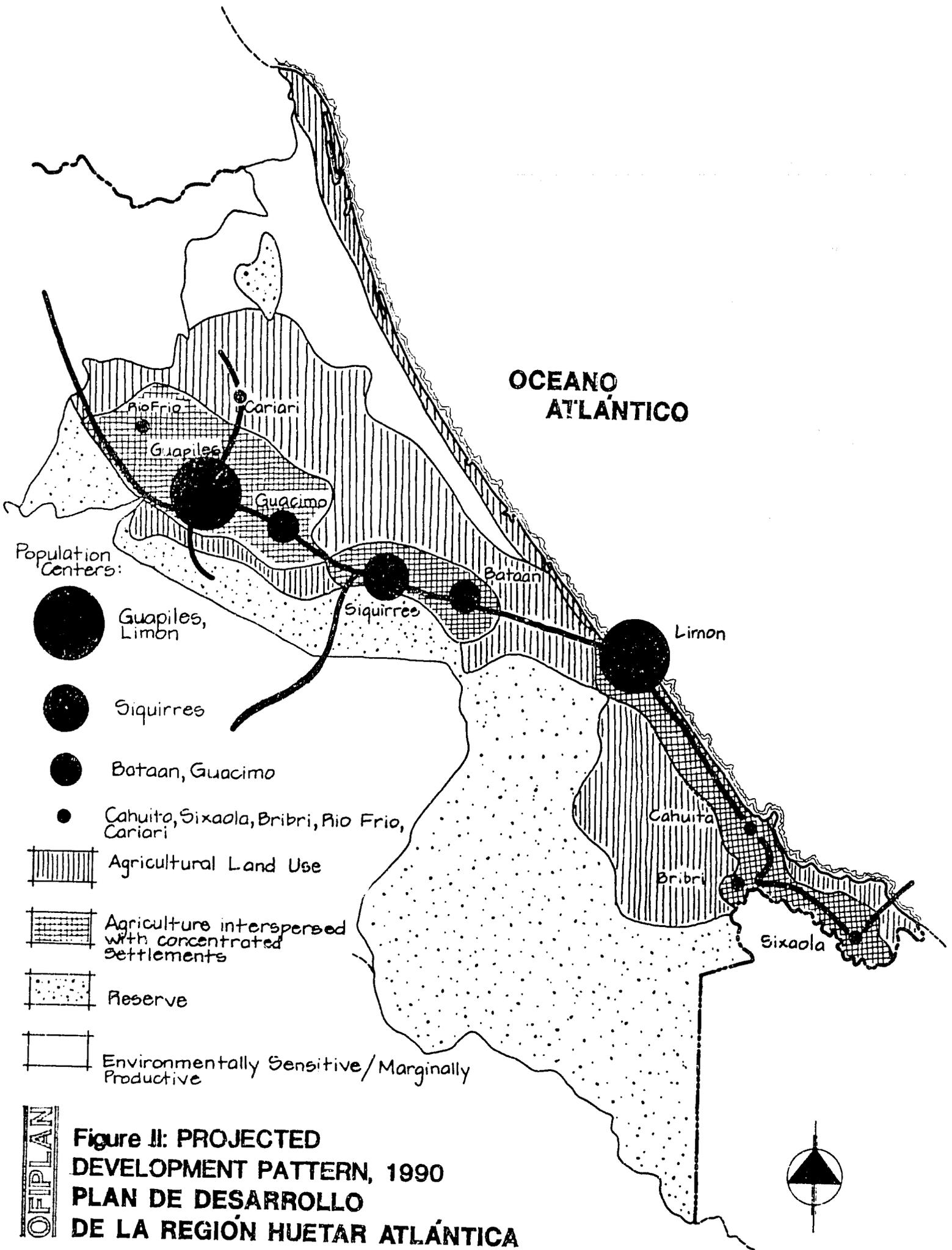
Increased Productivity

1. Diversified agricultural production that includes exports and the production of foods and raw materials for internal use leads to a more diversified regional economy, with new processing, manufacturing, and service sectors and more job opportunities for residents. There is, overall, an increased output of goods and services.
2. Devoting the best agricultural land to agriculture (rather than to settlement uses) leads to more intensive use and to increased production.
3. Increased levels of urban demand and increased agricultural output leads to strengthened interdependence between urban and rural areas of the region, and stimulates further production in all sectors of the economy.
4. Improved access to education and training programs in the corridor and settlement areas of the region leads to improved productivity of the region's labor force.

Raising Living Standards

1. The more concentrated settlement pattern provides larger aggregations of people to whom services and amenities can be provided efficiently. There are enough people to justify special training programs, educational services and health care facilities.
2. Increasing levels of urban demand and a more diversified economy leads to more employment opportunities and ultimately to higher incomes.

Areas for priority attention are listed along with specific recommendations for investment or aid in the Annex I to this Summary.



NEXT STEPS

The following is a list of some of the next steps that might be taken to implement this plan and its recommendations.

Involvement of Citizens:

--Presentation of proposals in plan to Consejos de Desarrollo for discuss, inputs, approval

--Identification of citizen groups at the local level in the region and their involvement in contributing proposals, ideas for implementation. Define role of local citizen groups in plan.

Identify Responsibilities of Other Government Institutions

--Identify all government and autonomous institutions responsible for implementing proposals, programs, projects.

--Identify all institutions that currently have programs in the region and define which programs are in conflict or in accord with regional development objectives.

--Identify existing means of coordinating the work of government and other institutions in the region. If necessary, design new means of coordinating maintenance work of MOPT, JAPDEVA and municipalities. Investigate means of establishing one coordinating agency for the delivery of technical assistance to farmers; one regional office to direct agricultural credit to small farmers; one regional office to direct credit to entrepreneurs for investment in agro-industries.

-Define the role of local governments in plan implementation. How do recommendations fit into local planning process?

Design of Instruments for Implementation

--Investigate ways to adapt environmental impact analysis for use by government institutions in analyzing impacts of development, exploitation of mineral or energy resources.

--Investigate existing legal instruments for controlling development of land with respect to intensity and type of development.

--Investigate existing laws for preventing deforestation. What is the current method of enforcement? Design program of incentives for landowners to curtail deforestation of private lands.

--Gather information on existing levels of pollution in river courses. Design programs to limit use of pesticides within 300 meters of river courses.

--Investigate possibility of extending Historic Preservation Program to Limon:.. of having INVU and other institutions responsible for design of government buildings and housing in and around Limon, and in the region in general, design-buildings more in harmony with indigenous styles.

Feasibility Studies

--Many studies already exist for the recommended agro-industries, but they do not address such questions as the location and costs of specific infrastructural needs of each industry (roads, sewage or waste disposal, electricity, other power sources) nor do they give reasonable estimates for direct and indirect employment generated by the industry, or of current amounts needed for financing. Sources of finance need to be reexamined as well.

Costs and Revenues

--Develop a Regional Capital Improvements Program that lists in priority order the types, locations, and costs of investments in the region (infrastructure and social programs), and identifies possible sources of revenue.

Gather and Update Information

--The lack of information has made the diagnosis of regional problems and the development of recommendations particularly difficult. Identify sources of information among other government institutions and establish contacts with information providers within and outside of the government. Information on employment by economic sectors at the subregional, canton, district and local level is especially needed. Social and demographic information is virtually non-existent and needs to be developed.

--Establish much closer contacts and information sharing procedures between the planning staff and the Consejos. The local representatives to the Consejos are able to gather and develop pertinent information for use in planning: the planning staff needs to have more input from Consejo members, and the Consejos need more input from planning staff members.

Establish a System of Evaluation and Feedback

--Policies and programs must be evaluated as to the success of their results. Baseline data must be collected about the group or area involved in any program. (eg. data about nutritional levels in Guacimo before the program); Arrangements must be made to periodically update program information, assess it to determine whether the program is meeting its objectives, and recommend the continuation, the change, or discontinuation of the program. This information must be fed back into the planning process so that plans, policies, programs, projects can be adjusted to meet objectives, and so that new objectives can be designated when necessary.

--Establish a system of continual monitoring and information collection in the region about all programs that are implemented.

--Establish a system of regular review of the regional plan and updating of plan recommendations.

ANNEX I

On the following pages we present a complete listing of goals, policies, programs and projects recommended for the Region Huetar Atlantica. Throughout, we have attempted to integrate our recommendations into OFIPLAN's policy statements on regional objectives for the development of various economic sectors.* Our objective in presenting this integrated listing is to demonstrate the way in which broad goal and policy statements can be transformed into specific, detailed programs and projects designed to implement a regional plan.

The reader will note immediately that part of the text on the following pages is in Spanish and part is in English. All of the text in Spanish represents text taken directly from OFIPLAN policy statements: all the the English text represents the recommendations of the planning team for Huetar Atlantica.

We have organized our recommendations into four basic policy contexts: spatial, social, productive, and institutional. We recognize that this approach is a departure from the usual sectoral division of policy. We believe, however, that this arrangement allows more flexibility in proposing recommendations that affect aspects of the region that are not categorized by economic sector; i.e. the environment, spatial organization. Moreover, these four categories represent more accurately, the real objectives of the plan; to solve problems in the social context, to affect the organization of space, to increase productive activity, to improve coordination between institutions.

*Statements in Spanish are extracted from the following sources:

1. Lineamientos de Politicas Regionales Para Los Subsectores Industria, Agro-industria y Minera (OFIPLAN, 1981).
2. Lineamientos de Politicas Regionales Para Agropecuarios (OFIPLAN, 1981).
3. Lineamientos de Politicas Regionales Para Infraestructura (In process, 1981).

THE PRODUCTIVE CONTEXT

The First Goal:

Lograr una mayor competitividad de la industria y una utilización más racional de los recursos regionales materiales tecnológicos, financieros, humanos y de información disponibles, con el fin de promover la exportación, subsituir las importaciones y lograr un desarrollo regional equilibrado, disminuyendo el aumento de la concentración en el Valle Central. (OFIPLAN, 1981)

Policy #1

Tomando en consideración los limitados recursos de nuestro país y el pequeño tamaño de su territorio, no se considera adecuado dispersar enormemente las industrias en un gran número de localidades. Esto es necesario para lograr economías en la inversión de la infraestructura que demandan las industrias y para hacer un uso más eficiente de la misma al estar concentrada siendo de esta forma más fácil programar, aplicar y controlar los programas de incentivos que se conciben.

Por otra parte, el desarrollo industrial se debe promover fuera del Valle Central (desconcentración de la industria), polarizándolo en áreas que presenten ventajas comparativas para ello.

Para establecer la ubicación espacial correspondiente, se tomaron en consideración los siguientes criterios:

- . Existencia actual o potencial de recursos humanos en cantidad y calidad adecuadas.
- . Existencia actual o proyectada de infraestructura básica.
- . Vías de comunicación adecuadas hacia fuentes de materia prima y mercados de consumo interno.
- . Posibilidades de manejo de los desechos industriales.
- . Facilidades de acceso hacia mercados externos.
- . Area suficiente y adecuada para la expansión.

Programs:

Development of the following industries are recommended for Limon:

Industrias Petroquímicas
Industrias de máquina

Fabricación de envases y cajas de papel y carton
Fabricación de productos de madera
Fabricación de sustancias químicas, industriales básicas.
Fabricación de resinas sintéticas, materias plásticas y fibras artificiales
Refinería de petroleo
Fabricación de pulpa de madera, papel y cartón (see recommendations under Second Goal, Programs of Ubicación de plantas agroindustrias).

Policy #2:

Industria para autoconsumo subregional

Cada uno de los centros subregionales debe dotarse a corto plazo de la industria mínima que requieran los habitantes de la subregión, con miras a lograr el autobastecimiento subregional de los productos industrializados de consumo o uso básico que sean de fácil transformación y difícil transporte.

Projects:

Las industrias consideradas dentro de la categoría para autobastecimiento subregional son las siguientes: It is recommended they be located in Guápiles.

- . Fábricas de bebidas no alcohólicas y aguas gaseosas.
- . Sastrería y talleres de costura.
- . Fábricas de productos de panadería.
- . Fábricas de calzados(zapaterías) y talleres de reparación de calzado.
- . Fábricas de hielo.
- . Mataderos.
- . Aserraderos.
- . Fábricas de ladrillos y otros artículos de arcilla para la construcción.
- . Fábricas de bloques, losetas, pilas, tubos y cunetas de cemento.
- . Fábricas de mosaico.
- . Talleres de hojalatería y fontanería.
- . Talleres de reparación de automóviles, motocicletas y otros equipos de transporte.
- . Talleres de reparación de maquinaria agrícola (see recommendations under ubicación de agroindustrias)
- . Talleres de reparación de maquinaria para trabajar metales o madera.
- . Talleres de reparación de equipo de oficina.
- . Talleres de reparación de electrodomésticos.
- . Talleres de reparación de relojes.
- . Fábricas de artículos de deporte.
- . Fábricas de colchones.

- . Imprenta
- . Talabarterías.

Policy #3

Establecer facilidades e incentivos para una más amplia participación del sector privado en el desarrollo de la región. Al mismo tiempo que la participación del estado en empresas productivas, se transferidas al sector privado para que los mueva un incentivo de eficiencia y eficacia reflejado en la maximización de beneficios privados que el estado, a través de su intervención, procurará que coincidan con el mejor beneficio social.

Program:

Establish a program in an institution with specific responsibility for directing credit to investors in agroindustries. Recommended location: Limón

Second Goal:

Lograr en la región una mayor integración del proceso agrícola con el industrial, tomando como base las materias primas agropecuarias nacionales, para lograr con ello aumentar la oferta de trabajo, mejorar el nivel de vida de las zonas rurales y disminuir la emigración del campo a la capital.

Policy #1:

Parques Agroindustriales

La industrialización de las materias primas agropecuarias debe realizarse en las regiones en donde éstas se producen, pero concentrándola en aquellos sitios que presentan ventajas comparativas. The industries should supply food and consumer items to the people of Costa Rica as well as supply products for the export market [principalmente para la exportación de los productos agroindustriales]. La concentración de las agroindustrias en unos pocos sitios o parques agroindustriales, permite un uso más eficiente de los servicios de apoyo y de la infraestructura económica que esta actividad requiere para su adecuado desarrollo.

Se tomaron en consideración los siguientes criterios:

- . Cercanía a las fuentes actuales o potenciales de materia prima.
- . Vías de comunicación adecuadas, actuales o proyectadas, hacia la capital del país y los puertos principales.
- . Adecuada dotación, actual o prevista de infraestructura básica.
- . Disponibilidad de mano de obra.
- . Existencia, actual o proyectada, de producción agropecuaria industrializable.

Priorities for the establishment and development of agro-industries should be based on the availability of raw materials and on the potential to develop materials, and on the demand for new industries and services directly related to agricultural production.

The first priority is to develop those industries for which there already exists a surplus of raw materials and to develop those industries and services which are crucial to developing agricultural production.

The second priority is to develop those industries which are currently undersupplied with raw material, but for which there are short-term prospects (2-5 years) for the development of sufficient material to support industrial production.

The third priority is to work on the development of those industries which, for one reason or another, require a long leadtime. These may be industries that require large amounts of capital, or for which raw material is completely unavailable. These industries cannot be established for at least 5-10 years.

Policy #2:

Ubicación de las Plantas Agroindustriales

Una vez establecida la factibilidad socioeconómica de los posibles proyectos agroindustriales, en la cual deben jugar un papel fundamental las posibilidades de exportación y sustitución de importaciones, se recomienda, hasta donde sea posible, la localización de las respectivas plantas de procesamiento, en alguno de los Parques Agroindustriales mencionados o en los Parques Industriales de Puntarenas y Limón.

Con base in diversas fuentes de información del Sector Agropecuario y de Recursos Naturales Renovables y del Sector Economía, Industria y Comercio, se han definido las siguientes alternativas de industrialización, las cuales se recomienda localizar en la forma siguiente (una vez satisfecho el requisito de la rentabilidad socioeconómica):

Recommended change in text: the industry should be able to achieve economic profitability and satisfy social, economic and environmental objectives.

Program:

Take steps to establish as soon as possible the following industries for which there is a surplus of raw material available:

Type of Industry	Recommended Location(s) in order of priority
Harina de Banano	Guápiles
Almidon de Banano	Limon, Guápiles, Siquerres
Alcohol de Banano	Limon, Guápiles, Siquerres
Fabrication of Milk Products	Guápiles, Limón

Take steps to increase production of raw materials in order to establish the following industries and services related to agriculture in the next 2-5 years.

Type of Industry	Recommended Location(s) in order of priority
Processors of Palmito	Horquetas (existing plant), Guápiles
Palm oil processing	Limón, Sixaola
Coconut oil processing	Limón, Cahuita, Sixaola
Ginger processing	Siquerres
Rice milling	Bataan
Talleres de reparación de maquinaria agrícola	*(no priority order) Guápiles, Río Frío, Siquerres, Bataan, Limón, Cahuita, Bribri, Sixaola
Buying cooperatives, milk, tubers	Siquerres
Fabrication of fibre bags	Limón, Cahuita
Production of fertilizer and mulches	Guápiles, Bataan
Design and construction of storage and livestock facilities	Guápiles, Limón

Continue to work on the development of the following industries and on the production of raw material for their supply:

Production of textiles and animal feed from ramio	no recommended location
Paper pulp mill	Limón, Guápiles, Siquerres

Note: OFIFLAN's recommendations for agro-industries were:

Palmito	Guapiles	
Ramio	Guapiles	
Milk products	Guapiles	
Macadamia (no indication of processing needed)		Guapiles
Muebles & articulos de madera		Guapiles
Pisicultura	Guapiles, Limon	
Harina de banano		
Almidon de Banano	Guapiles	
Alcohol de Banano		
Cacao (no indication of processing needed)		Limon, Guapiles
Coco	Limon	
Maracuya	Guapiles	
Caná de Azúcar para alcohol	Guapiles	

No priorities for establishment or for location were given.

Program:

De acuerdo a esos criterios se llegó al siguiente resultado:

Primera Prioridad: Subregión: Limón
Locales: Amubri

Fourth Goal:

Conocer y aprovechar racionalmente los recursos minerales de que dispone el país, pretendiendo que la minería se constituya en un medio para elevar el nivel de vida de la población nacional y de las regiones.

Policy #1:

Lineamiento Regional

Una vez establecida la cuantificación de los recursos mineros del país y la correspondiente factibilidad socio-económica de su extracción, se deberá desarrollar la explotación de los recursos minerales recomendados, en forma tal que se constituyan en la base de un desarrollo industrial integrado a mediano y largo plazo, que beneficie primordialmente a las regiones en donde tales recursos se localizan. Se debe tratar asimismo de lograr que los efectos negativos sobre el medio ambiente, originados por su explotación, sean mínimos.

Program:

Establish strict controls immediately to prevent environmental degradation during the exploration and exploitation of mineral and energy resources.

Require pollution control plans before permitting exploration or exploitation of mineral or energy resources.

Require plans for the rehabilitation of land before allowing the exploitation of mineral or energy resources.

Project:

Establish controls immediately for all public and private interests that are exploring in the Talamanca area.

Fifth Goal:

Elevar la productividad y la rentabilidad de los productos agrícolas básicos.

Policy #1:

Aumentar a los principales productos agrícolas actuales.

Program:

(see OFIPLAN list)

Sixth Goal:

Racionalizar el uso del suelo e incrementar su potencial através de proyectos que disminuyan los límites actuales logrando con ello una mayor contribución de este recurso al mejoramiento del nivel de vida regional.

Policy #1:

Ampliación de áreas de cultivos tradicionales: La producción de los cultivos tradicionales se debe aumentar a fin de satisfacer la totalidad de las necesidades internas y aumentar las exportaciones.

Program:

In Limón subregion augment the growing of the following crops (in order of priority): Banana, plátano, palma africana, caña, maíz.

In Pococí subregion augment the cultivation of the following crops (in order of priority): Banana, palma africana, plátano, caña, maíz.

Program:

Begin immediate rehabilitation of cacao in both subregions.

Policy #2:

Rationalize the use of the soil by conducting soil studies.

Program:

First Priority: Subregion Pococi; Second Priority: Limon

Seventh Goal:

Diversificar la producción agrícola para abastecimiento interno y para ampliar las posibilidades de exportación no tradicional. La diversificación agrícola se debe concentrar en aquellas áreas en que exista subutilización del suelo de acuerdo a su potencial, dependencia de uno o muy pocos productos, y problemas de alta emigración o subutilización de los recursos humanos.

Policy #1:

Efforts to diversify ought to include the promotion of crops to feed the local and national population and to supply agro-industries with raw materials, without diminishing the production and export of leading crops. (see list on following page.)

Program:

In Pococí Subregion: As a first priority:

Emphasize the maintenance and augmentation of the following export crops:

Banana, Macadamia, Plantas Ornamentales

Encourage production of the following crops which are linked to the development of agro-industry:

Palmito, Ginger, Rice, Ramio

Program:

In Limon Subregion: As a first priority:

Begin immediately to extend assistance to cultivators of cacao so that they may begin rehabilitation efforts.

Encourage production of the following crops which are linked to the development of agro-industry:

Palma Africana, Coco,

Program:

In both Subregions: As a second priority:

Begin the studies to develop crops appropriate to each subregion and in concert with extension agents, begin the introduction of these crops to selected farmers.

NOTE: OFIPLAN's recommendations for diversification were as follows:

For subregion Limón:
Coco, Plantas Ornamentales, Jenjibre, Limón Mesina, Grapefruit, Pimienta Negra, Name, Nampi, Tiquisqui, Malanga, Canela, Nuez Moscada, Clavo de olor.

For Subregion Pococí:
Maracuya, Coco, Pejivalle, Ramio, Plantas Ornamentales, Macadamia, Jenjibre, Limón Mesina, Grapefruit, Achiote, Various tubers, Hule.

While the list is more extensive, we believe it is necessary to assign priorities or products meant specifically for development of agroindustries can be neglected.

Eighth Goal:

Aprovechar de manera intensiva y racional los recursos existentes, y conjuntamente con una localización geográfica adecuada aumentar la producción animal.

Policy #1:

La producción ganadera de engorde se debe orientar hacia el incremento de la productividad y no hacia la expansión del área utilizada en tal actividad. Se debe también evitar la utilización de tierra con alto potencial agrario o urbano, para la utilización con ganado de engorde. Asimismo, se debe evitar que tierras quebradas, sólo aptas para uso forestal, se dediquen a este tipo de ganadería. [In addition to pastures, a stable, year around feed program should be introduced and encouraged in order to more quickly increase the productivity and return on the investment in the livestock. This feeding program will also encourage the production of feed by local agro-industries, thus strengthening the linkages between the agricultural and the industrial sector.]

Program:

Implement the policy for pasturage and introduction of a feeding program using extension agents as soon as possible in Limón (en áreas no montañosas) and in Pococí subregions.

Program #2:

Ganadería doble proposito

Este tipo de ganadería deberá concentrarse en las áreas bajas con lluvias distribuidas durante casi todo el año.

Limón

Program #3

Porcicultura

El estado deberá velar por el fortalecimiento de programas de asistencia a los productores en lo concerniente a la sanidad animal y a la tecnología de producción.

Pococi

Program #4

Avícola

Se plantea el desarrollo avícola de manera tecnificada en algunas áreas en donde el desarrollo actual es muy limitado, pero que presentan condiciones climáticas (exceso de lluvias) que limitan la actividad a nivel familiar pero no a nivel de mediana escala (granjas avícolas). Este tipo de desarrollo se recomienda ligarlo a los lineamientos espaciales dictados (posteriormente) para las empresas de autogestión y cooperativas, estableciéndose el siguiente orden de prioridades:

Primera prioridad

Subregiones

Pococi
Limon

Para la ubicación de los proyectos avícolas en las subregiones anteriores, se deberá tomar en consideración las prácticas de fumigación existentes. Por ejemplo, no se deberá desarrollar la apicultura en donde se cultiva el arroz a gran escala.

Ninth Goal:

To protect and conserve the ability of the environment to support the settlement of people and their productive activities. To achieve the development and rational management of energy resources for the benefit of the population in a manner which will not lead to the degradation of the environment.

Policy #1:

Efforts to conserve environmental quality in areas where there are concentrations of population, industries, and other productive activities ought to include means of requiring adequate and environmentally sound disposal of waste materials.

Program:

Establish sewage treatment facilities for all towns and settlements in Region Huetar Atlantica. Immediate priority is to be given the following sites:

Limón, Guápiles, Cahuita, Puerto Viejo, Siquerres

Program:

Municipal governments should set guidelines for waste disposal methods that are adequate and environmentally sound and they should require all industries to establish a program of waste disposal that meets those guidelines. Each industry should be required to submit its program for the approval of the municipal authorities. Immediate priority is to be given to the following:

Limón: Industries FECOSA, RECOPE, ICE

Policy #2:

Efforts to conserve the ability of the environment to produce crops ought to include maintaining the quality of the soil, monitoring the use of chemical inputs like fertilizers and pesticides by agriculturalists, growing crops that are suitable to their locations, and controlling erosion from all types of construction activity.

Program:

Establish a program whereby technical assistants and extension agents are specifically directed to train farmers in the use of

pesticides, fertilizers and mulches, and to leave trees in place wherever possible on slopes and on fragile soils. Coordinate this program through the C & Y program of the Ministry of Agriculture.

Program:

Establish standards for the use of pesticides, the frequency of aerial spraying, and the use of chemical herbicides and establish a program whereby these standards are monitored.

First priority: The banana companies in Subregión Pococi and Subregión Limón

Program:

Develop legal means of preventing the location of sewage tanks and the use of pesticides and fertilizers within 300 meters of river courses.

Priority for enforcement: Pococí Subregion

Program:

Begin development of a program of integrated pest management in order to cut down on the use of chemical pesticides and to reintroduce ecological balance. Coordinate this program and its extension efforts with the C & V Program of the Ministry of Agriculture.

Program:

Develop programs for using native species of animals for food or other products. Consider the use of wild pigs, largartos, some species of tortoise. Coastal and riverine areas and certain forest areas are especially apt for this type of activity in both subregions.

Program:

Establish measures and standards for erosion control where banks are cut for all manner of transportation routes, and for all types of government construction activity.

Priority for establishing standards: Talamanca area, and new roads for mineral and energy exploration.

Policy #3:

Energy resource potential should be managed and developed in such a way as to bring maximum benefits to the population with minimum harm to the environment. Plans for hydroelectric dams should consider the use of smaller dams on tributary rivers rather than only dams on the largest rivers.

Program:

Develop standards for an environmental impact statement and require that all planning efforts include an investigation of environmental impact before submitting plans for hydro-electric dams to governmental authorities for final approval.

Tenth Goal:

Lograr un manejo regional del bosque preservándolo cuando presente características de bosque protector. [There ought to be active efforts to control deforestation while maintaining sustained yield through continuous reforestation of those forests that are appropriate to exploit.]

Policy #1:

Bosques protectores

Se refieren a las áreas forestales existentes que se deben mantener con poca o ninguna alteración.

Para la selección se tomaron en cuenta los siguientes criterios:

- Grado actual o peligro potencial de deforestación originado por las facilidades de acceso.
- Potencial hidroeléctrico del área.
- Potencial para el abastecimiento de agua potable y agua para riego.
- Peligro potencial de inundación o destrucción de las zonas localizadas al pie del área.
- Capacidad del suelo, incluyendo precipitación pluvial y pendiente.

Programs:

- San Carlos y Guápiles (Áreas más quebradas de la vertiente norte de la Cordillera Volcánica Central).
- Turrialba y Limón (Cuenca alta del Río Chirripó).
- Los Santos y Quepos (Cuenca alta y mediana del Río Naranjo.)
- Los Santos y Quepos, San Isidro del General (Cuenca media y alto del Río Savegre).
- Limón (Cuencas altas de los Ríos Banano, Estrella y Sixaola).

Program:

Establish a system of nurseries for native species of hardwoods and for other native species of wood suitable for cultivation. Coordinate this program with reforestation programs: Nacional Servicios de Parques.

Policy #4:

Active programs to prevent random deforestation and illegal logging should include enforcement of existing laws, thoughtful uses of infrastructural development, and incentives.

Program:

Establish a network of checkpoints to stop illegal random logging and to enforce licensing requirements of the Direccion General Forestal.

Priority for enforcement: Roads around Bribri Talamanca area.

Program:

Limit access roads into forest areas; Coordinate programs of access roads and settlement with ITCO. Establish controls on extension of access roads by institutions exploring for oil and for other minerals in Talamanca.

Eleventh Goal:

Investigar la potencialidad de los recursos y las posibilidades del futuro desarrollo de la pesca marítima y la acuicultura así como impulsar las actividades en actual ejecución.

Policy:

Dado que las posibilidades de llenar las necesidades de consumo con base en los recursos existentes en el Océano Atlántico son muy limitadas; se recomienda fomentar programas de piscicultura en las subregiones:

- Pococí
- Limón

Los programas de acuicultura deben buscar en una primera etapa satisfacer la demanda interna por producto fresco y en una segunda etapa, la industrialización con fines de exportación.

Policy #2:

Bosques productores

Se refieren a los bosques existentes factibles de ser explotados.

Para su definición se tomó en cuenta:

- Grado actual o peligro de deforestación originado por las facilidades de acceso.
- Superficie total del área con características forestales.
- Capacidad del suelo, incluyendo precipitación pluvial y pendiente.

Program:

Limón (áreas montañosas ubicadas entre las áreas planas costeras y las zonas de bosque protector).

Policy #3:

Establish a program of continuous reforestation emphasizing the use of native species. The mayor parte de las áreas seleccionadas de reforestación deberán ser factibles de ser explotadas: sin embargo, debería haber algunas zonas para mantener con fines de protección. Los criterios utilizandos para la definición de las áreas son los siguientes:

Los criterios utilizados para la definición de las áreas son los siguientes:

- Uso potencial del suelo incluyendo clima y pendiente.
- Grado de deforestación actual e impacto de dicho proceso sobre: la ecología, el potencial.
- Hidroeléctrico, inundación de las zonas bajas, la destrucción de los suelos y el peligro de desastres naturales que podrían afectar la población del área.
- Superficie total del área que permita posibilidades futuras de explotación industrial.

Area for priority action: Pococí and those areas no aptas para uso agropecuario.

Twelfth Goal:

Que los recursos que se apliquen al apoyo de la producción se distribuyan adecuadamente entre las Subregiones del país, tomando en consideración las condiciones actuales y potenciales de cada una de ellas, buscando que el agricultor obtenga mayor retribución económica a sus esfuerzos.

Policy #1:

Asistencia técnica y capacitación

La asistencia técnica y capacitación debe ser fortalecida and coordinated principalmente en aquellas subregiones en donde prevalezcan el pequeño y mediano productor, y el área total en propiedad de estos productores es apreciable, buscando beneficiar con los avances tecnológicos a aquellos grupos que se han visto menos beneficiados.

- Pococi

Policy #2:

Comercialización de productos Agrícolas

Para que el agricultor obtenga una mayor retribución económica a sus esfuerzos y regular el abastecimiento de productos agrícolas, el consumidor se debe impulsar al establecimiento de "Ferias del Agricultor" y además, instalar centros de acopio en áreas estratégicas.

- Guápiles (Subregion Pococí)

Program:

La comercialización de productos de diversificación para la capacitación, se deberá apoyar con la construcción, o mejoramiento de la infraestructura vial y portuaria del país.

Policy #3:

Crédito y Seguro de Cosechas

Los recursos crediticios se deben distribuir adecuadamente entre las Subregiones del país tomando en consideración las condiciones actuales y las potencialidades de cada una de ellas. De acuerdo a ello, la distribución del crédito y los programas de seguros de cosechas deben atender, los lineamientos establecidos en este documento, buscando la operativización de los mismos.

Con respecto al crédito para los programas de diversificación, los entes financieros deberán exigir previamente la consecución del préstamo, presentación de estudios de mercado que busquen garantizar la colocación de dichos productos. There needs to be more flexibility in giving credit for non-traditional crops for which few market studies exist. Con este se pretende que el desarrollo de la diversificación agrícola se desarrolle de una manera racional.

Program:

More efforts to direct credit to small holders must be made in some regions , especially where they constitute a large porportion of all the farmers in the region.

Priority: Región Huetar Atlántica, especially Pococí subregion

Policy #3

Investigación y Tecnología

A fin de ampliar y mejorar las posibilidades de explotación de los recursos naturales de que dispone el país es necesario efectuar un gran número de investigaciones que permitan una utilización más intensiva, racional y rentable de los suelos, especialmente de los localizados en las áreas más húmedas del país.

It is also necessary that these studies be conducted in a consistent manner so that there is comparability and that the findings be widely available. Las siguientes son las áreas de investigación y desarrollo tecnológico que se seleccionaron:

Programs:

- 1) - Utilización racional y permanente de los bosques tropicales muy húmedos y pluviales de las subregiones: Pococí, Limón
- 2) - Estudios para determinar tecnologías más adecuadas para la producción de cultivos transitorios (básicamente frijol, maíz y sorgo) en las subregiones Pococí y Limón
- 3) - Dado que parece existir un amplio mercado externo para una gran variedad de frutas tropicales, estudiar los requerimientos ecológicos de las diversas especies, a fin de poder determinar la ubicación espacial (zonificación) más adecuada para cada una de ellas, así como el mejoramiento de variedades.

- 4) - Desarrollar estudios de investigación referentes a los productos de diversificación recomendados, para determinar las técnicas de cultivo y las variedades más adecuadas.
- 5) - Efectuar estudios que permitan determinar las mejores variedades y las tecnologías más adecuadas para el cultivo de caña de azúcar en las subregiones Pococí y Limón.
- 6) - Realización de estudios que permitan determinar las tecnologías y las variedades de ganado que podrían permitir el desarrollo en gran escala de la ganadería de leche en las áreas tropicales muy húmedas (subregiones Pococí y Limón especialmente).
- 7) - Con respecto a la pecuicultura, efectuar estudios tendientes a determinar las tecnologías que faciliten el desarrollo en gran escala en las subregiones muy húmedas (Pococí, Limón,) mediante una utilización de productos obtenidos en la misma zona.
- 8) - Realizar estudios que permitan definir el verdadero potencial pesquero existente en nuestro mar patrimonial.
- 9) - Llevar a cabo estudios sobre las posibilidades de desarrollo de la acuicultura y pesca de agua dulce en los canales costeros del Atlántico y áreas cercanas, las Lagunas de Caño Negro y la Laguna de Arenal.

SPATIAL CONTEXT

Goal #1:

Estimular un patron de desarrollo en escogidos centros existantes, es decir, fomentar el desarrollo de unos pocos centros urbanos distribuidos en la región en forma estratégica, para que logran desarrollar un sistema de servicios que les permitan a las areas rurales adecuadamente.

Policy #1:

Fijar la prioridades en las inversiones de infraestructura de acuerdo con el modelo planteada en la meta, para así evitar altos costos y mejorar el mantenimiento.

Programs:

Complete infrastructure investments in the areas of the most concentrated settlement first, and establish construction priorities in accord with population concentration that exist, before stimulating population settlement in unsettled areas.

Priority should be given to completing roads between Guápiles and Siquerres, and between Limón and Sixaola. Make additional interconnection to most populous settlements after these roads are completed.

Policy #2:

Inland waterways provide an inexpensive way of linking isolated settlements to markets and services. Some of these rivers are already used extensively: their use ought to be augmented, especially in the short term when large scale infrastructural investments that link riverine settlements and isolated settlements to major population concentrations are unlikely.

Program:

Develop a plan and priorities for improving inland waterways in Huetar Atlántica. Focus special attention on the need to link one mode of transport (boats) to existing roads, and to the construction of a simple landing facilities along river routes.

Priority: A study and plan for the use of Río Sixaola and its tributaries.

Goal #2:

To develop the resources of the region in a way which will produce the greatest long-term yield without environmental degradation.

Policy #1:

There are areas in the Atlantic Region that are valuable because of their potential productivity or because they provide the ecological balance that is critical to maintaining productivity in the region. Among these areas are the coastal wetlands near the ocean, the beaches, the many river courses within the region, and the mineral areas. If these areas are developed at all it must be with the greatest of care: some of them must simply be managed carefully and protected from environmental degradation.

Program:

Develop plans to encourage simple, small scale tourist and recreational facilities that emphasize the observing and enjoying of the unique wildlife or plantlife of an area. Such a facility exists in Barre Colorado; other locations for similar facilities are:

- Tortuguero, Cahuita, Puerto Viejo, possibly one or two of the national forest reserves.

Program:

Develop a program to control flooding on coastal planes with dikes, diversion structures, and minor canals. Develop appropriate legislation to enforce better watershed management, particularly in areas likely to yield forest products which when harvested upstream, cause erosion, siltation, and flooding downstream.

Policy #2:

Adopt an appropriate land use plan for the region which encourages the rational use of the soil for agriculture, urban settlements, industries, parks and forest reserves.

Program:

In accord with recommendations for agricultural zoning, encourage the use of the best soils in the region for agricultural production as a priority: discourage the use of marginal and environmentally sensitive lands for farming, and bring them into production only when the good soils are in maximum use.

SOCIAL CONTEXT

First Goal:

Propiciar una mejor distribución de la riqueza mediante una distribución más adecuada de la propiedad, nuevas formas de organización productiva en el campo y mediante la participación de los agricultores en la formulación de Políticas y ejecución de Programas y Proyectos, tanto productivos como de capacitación técnica, sociales y organizativos; lográndose con ello ayudar a un mejor aprovechamiento de los recursos en general, a procurar un mejoramiento del nivel de vida y a disminuir las tensiones de tipo social.

Policy #1

Adquisición de tierra:

La adquisición de la tierra por parte del estado debe impulsar principalmente, en donde la tierra presenta un alto nivel de concentración.

Para definir el lineamiento regional correspondiente, se tomaron en consideración los siguientes criterios:

- a. Alto grado de concentración de la tierra
- b. Subutilización de la tierra agrícola
- c. Presión Social sobre la tierra
- ch. Proyectos gubernamentales importantes definidos.
- d. Emigración.

Program:

El resultado que se establece como lineamiento es el siguiente:

Primera Prioridad is to acquire land in Subregión Pococí.
Segunda Prioridad is to acquire land in Subregión Limón.

Second Goal:

Formas principales de organización campesina:

Se debe hacer énfasis en dos tipos principales de organización campesina para la producción:

- a. Cooperativas
- b. Empresas de Autogestión

Third Goal:

To overcome the problems of poverty and make it possible for all people in the regions to receive the necessities for a healthy and productive life.

Policy #1:

Darle a un plazo inmediato prioridad a las inversiones en aquellas areas con mayor necesidad de adidntencia aunque de menor potencial de desarrollo. En el plazo mediano se le comenzaría a dar un mayor énfasis a las areas de mayor potencial, de manera que éstas zonas se conviertan en puntos atractores especialmente de los puntos geográficos con mayores problemas. Una vez que esas focos de desarrollo se han consolidado y el desarrollo se auto genere, en el largo plazo se le dará nuevamente mayor atencion a las zonas marginales, como medio de ampliar las "fronteras" del desarrollo.

Program:

- . Begin a program of integrated health, pre-natal care, and nutrituion to lower the rate of infant mortality in the Districts of Guacimo, Talamanca, and Pococí.

Program:

Promote improved nutrition throughout the region by encouraging the establishment of "cold stores" that carry fresh fish, meat and vegetables throughout the year.

Third Goal:

Crear nuevas fuentes de empleo, aprovechar los conocimientos especializados de la mano de obra regional y preservar la cultura nacional.

Policy #1

New opportunities for employment need to be provided in rural areas for the growing labor force there. In many cases people need to be trained in order to fill these new positions. People who are being trained should be directly linked to the new jobs that are being created. Employment (and training) in the following types of work are recommended:

- Simple food processing
- Machine and tool repair
- Simple clerical and commercial jobs

Program:

Employment creation and training programs to be located in Río Frío, Carriari, Hone Creek, Bribri

Policy #2:

New opportunities for employment need to be provided for workers in urban areas, especially for those youth who are entering the labor force and for those who are displaced from their traditional jobs.

Program:

Employment creation and training programs to be located in Limón. Some priority for retraining and employment should be given to those displaced from traditional work at the port.

Policy #3:

La artesanía autóctona debe ser impulsada y estimulada, buscando una especialización subregional, convirtiéndola en un atractivo turístico y en un medio de conservación de la cultura nacional. Los criterios utilizados para ubicar espacialmente tal lineamiento son los siguientes:

- Tradición artesanal
- Aspectos culturales autóctonos
- Ubicación de proyectos turísticos
- Nivel de vida
- Subocupación

Fourth Goal:

To utilize modern technology in a way that will benefit the people of the region, allowing them to become more productive and to participate more effectively in the labor market, without suffering the negative impacts which such technology can bring.

Policy #2:

La adquisición de tierras debe hacerse de tal manera que se cumpla con los siguientes requisitos buscando una mayor eficacia en los programas de distribución de tierras:

1. Tratar de que las tierras adquiridas sean de potencial elevado para uso agrícola.
2. Preferir las fincas están siendo sub-utilizadas.
3. Adquirir tierras que tiendan a ser planas.
4. En la medida de lo posible, adquirir fincas en aquellas áreas donde ya existe infraestructura y servicios.
5. En la comparación de precios con el objetivo de comprar, el costo por hectárea debe ser calculado en base al área aprovechable y no con respecto al área total.
6. The acquisition of lands ought to be more closely coordinated with all aspects of regional development and with the institutions concerned, both in the public and private sector. Acquisition and planning for parcelization and distribution of lands ought to be coordinated with and reinforce the policies and programs for development described in this set of recommendations. That is to say, plans for land acquisition, distribution, and technical assistance ought to reinforce the development priorities discussed in these recommendations with respect to:
 - the promotion of specific crops
 - development of agroindustries
 - employment creation and training
 - pattern of infrastructural investments
 - environmental protection and resource development

Program:

Develop careful subdivision plans for land distribution that recognize the natural features and productivity of the land in order to equalize the distribution of productive resources among

the settlers. Simple division into equally sized parcels does not accomplish this aim: the environmental factors must be taken into account in the parcelization and distribution process.

Priority should be directed to the planning of parcels in the Pococí Subregion

Policy #1:

Training programs for men and women in rural and urban areas ought to be linked to existing or potential jobs. Special emphasis should be given to the development and implementation of training programs for women in rural and urban areas, since their need for job-related skills is frequently overlooked.

As much possible training should be in diverse occupations as one settlement cannot use too many of one type of occupation (bread bakers). Where displacement from traditional jobs is a problem, preference for entry into the training program and for consideration for new jobs in the area should be given to those who were displaced.

Program:

Develop training programs for Limón, Río Frío, Carriari, Hone Creek, Bribri. Coordinate the content of the programs between INA, COF, the unions, and the needs of private and public employers.

Institutional Context

Goal #1:

To improve the efficiency of government organization at work in the region so that the quality of life is improved and public resources are used in the most effective manner.

Policy #1:

It is necessary to achieve intergovernmental cooperation and inter-institutional cooperation that recognizes the important linkages among operating institutions and that coordinates their activities to achieve the goals of regional development.

Program:

A. Establish appropriate legislation whereby a regional plan is reviewed, approved, and adopted by a council of government and autonomous institutions and representatives of the citizenry within the region.

B. Establish appropriate legislation whereby the plans, programs, and projects of government and autonomous institutions are submitted to a regional planning authority in order to review them for consistency with the goals, policies, principles, and priorities of the adopted regional plan.

Program:

Establish a program that coordinates the priorities and actions for road maintenance between the institutions responsible for maintenance within the Región Huasteca Atlántica.

MOPT, JAPDEVA, Municipalities

Program:

Establish appropriate means of controlling and coordinating the design of land uses around the port facilities of Moin and Limón.

Municipalities, JAPDEVA, RECOPE, other institutions

Policy #2:

Establecer un sistema de información regional en forma permanente que permita el conocimiento apropiado y oportuno para la toma de las decisiones que más convengan el desarrollo de la región.

Program:

In consultation with each Ministry and each Autonomous Institution active in the region, develop a program to collect and organize data on a consistent and timely basis at the regional, district, and cantonal level. (CONSULT WITH USAID).

Project:

Collect data on employment and unemployment by major economic sector and by occupational group at the regional, district and cantonal level. Make this data available to the Regional Planning Authority and to the Regional Council of government institutions and citizens that is established as above (Policy #1 and related programs)

Project:

Begin the collection and organization of data on all agricultura products on a consistent basis, by month, at the regional, district, and cantonal level. (Consult with appropriate divisions of MAG and with USAID before undertaking this project)

Policy #3

Institutions that design and implement construction projects in the region ought to be cognizant of and respect the qualities of indigenous materials, traditions, and architectural design in the region. The idea that each region has distinctive design qualities and a unique regional identity ought to be furthered.

Program:

Municipalities should develop standards for the design of public buildings, including housing subdivisions, that incorporate the unique features of architecture, use of color, and plant material that are so frequently observed within the region.

Program:

Develop a program to encourage the preservation and improvement of existing historic sites and of especially good examples of indigenous architectural design.

Priority: Limón

Goal #2:

Participación Popular

La participación of all citizens en la formulación de políticas y en la ejecución de programas y proyectos, tanto productivos como de capacitación técnica, social y organizativos, se debe perseguir a través de la estructura regional concebida para dar expresión a la participación popular. En tal estructura están comprendidos principalmente los Consejos de Desarrollo y Coordinación Subregionales y Regionales y sus correspondientes Comités Técnicos cuya Dirección está a cargo de OFIPLAN.

Program:

Incluye los agricultores Contribuirán a la consolidación del sistema de participación popular en este sector, los Centros Agrícolas Cantonales, teniendo el cuidado de establecer una adecuada coordinación entre éstos y los Comités Agrícolas Subregionales dependientes de los Consejos de Desarrollo. En este esquema de Participación Popular se les debe dar prioridad a las Subregiones periféricas.

Priority: Agricultores from each district in Subregión Pococí and Limón