

U.S. AGENCY FOR
INTERNATIONAL DEVELOPMENT
GUATEMALA

*ACTION PLAN
FY 1994 - FY 1995*



January, 1993

TABLE OF CONTENTS

SECTION I: STATUS OF STRATEGIC OBJECTIVES (Overview)	1
I.1: Increased Private Investment and Trade	3
I.2: Smaller, Healthier Families	8
I.3: Improved Primary Education Services	12
I.4: Improved Management of the Natural Resource Base	16
I.5: Sustained Exercise of Inalienable Rights	21
I.6: Monitoring and Evaluation	25
SECTION II: NEW INITIATIVES	27
1) Judicial Sector Reform	28
2) Street Kids Support	32
3) Basic Education Strengthening (Amendment)	35
SECTION III: ENVIRONMENT	39
SECTION IV: RESOURCE REQUIREMENTS	40
SECTION V: MISSION SPECIAL CONCERNS/ISSUES	42
1) Mission Strategy vis-a-vis Drug Awareness/Counter Narcotics Efforts	
2) ESF Resources	
3) Peace Negotiations/Return of Refugees	
4) Forward Funding Guidelines	
5) Section 599	
6) PRISM Implementation	
7) Debt Relief	

ACRONYMS

ABS	Annual Budget Submission
AGG/CEDE	Asociación de Gerentes de Guatemala/Centro Educativo de Desarrollo Empresarial
ASIES	Asociación de Investigación y Estudios Sociales
BEST	Basic Education Strengthening Project
CARE	Cooperative for American Relief Everywhere
CBI	Caribbean Basin Initiative
CDIE	Center for Development Information and Evaluation
CI	Conservation International
CNRM	Community Natural Resources Management Project
CONAP	Consejo Nacional de Areas Protegidas
CPC	Criminal Procedures Code
CPR	Contraceptive Prevalence Rate
CRS	Catholic Relief Services
CY	Calendar Year
CYP	Couple Years of Protection
DA	Development Assistance
DHS	Demographic Health Survey
DIGESA	Dirección General de Servicios Agrícolas
DIMS	Democratic Indicators Monitoring System
EER	Employee Evaluation Report
EIA	Environmental Impact Assessment
ESF	Economic Support Funds
ESTNA	Centro de Estudios Estratégicos para la Estabilidad Nacional
FENACOAC	Federación Nacional de Cooperativas de Ahorro y Crédito
FFW	Food for Work
FSN	Foreign Service National
FUNDACEN	Penny Foundation
GATT	General Agreement on Tariff and Trade
GDP	Gross Domestic Product
GEXPRONT	Gremial de Exportadores No Tradicionales
GOG	Government of Guatemala
GPS	Guatemala Peace Scholarships
GSA	General Services Administration
GSP	General System of Preferences
HAD	Highlands Agricultural Development
HR	Human Rights
IEF	International Eye Foundation
IGSS	Instituto Guatemalteco de Seguridad Social
ILANUD	Instituto Latinoamericano de Naciones Unidas para la Prevención del Delito y Tratamiento del Delincuente
IMF	International Monetary Fund
IMR	Infant Mortality Rate

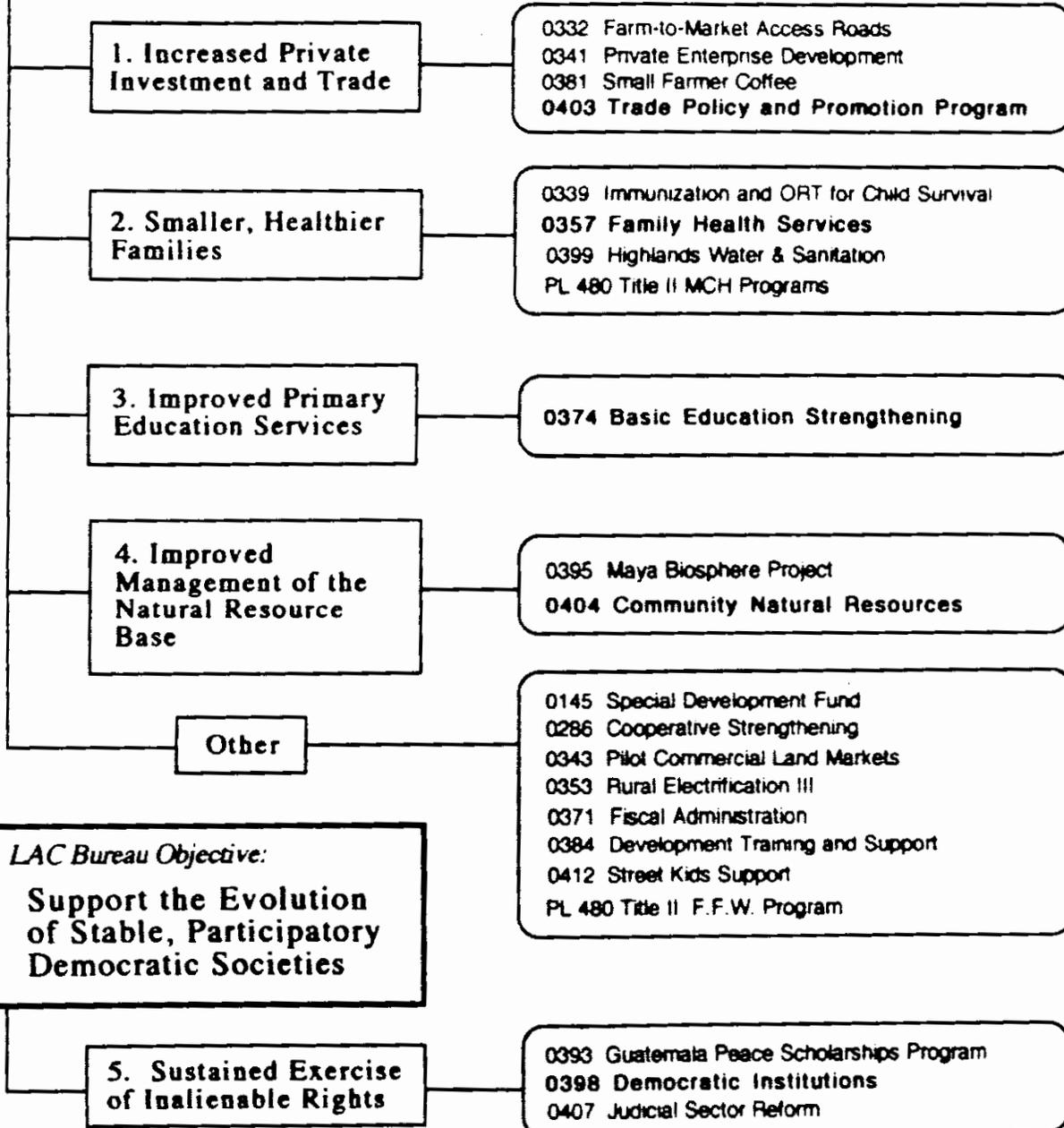
LAC	Latin American and Caribbean Bureau
LAN	Local Area Network
LAPROMED	Laboratorio de Producción de Medicamentos/Facultad Ciencias Químicas y Farmacia
LOP	Life of Project
LQA	Living Quarter Allowance
LSGA	Limited Scope Grant Agreement
M&E	Monitoring and Evaluation
MBR	Maya Biosphere Reserve
MCH	Maternal and Child Health
MIS	Management Information System
MOE	Ministry of Education
MOH	Ministry of Health
NGO	Non-Governmental Organization
NPD	New Project Description
NR	Natural Resources
NRM	Natural Resources Management
NTAE	Non-traditional Agricultural Export
NTE	Non-Traditional Exports
ODDT	Office of Democratic Development and Training
OEPA	Office of Economic Policy and Analysis
OH&E	Office of Health and Education
OHRO	Office of the Human Rights Ombudsman
ORD	Office of Rural Development
ORS	Oral Rehydration Salts
ORT	Oral Rehydration Therapy
PACD	Project Assistance Completion Date
PC	Personal Computer
PDSO	Program Direction and Support Office
PIC	Project Implementation Course
POD/AP	Program Objectives Document/Action Plan
PP	Project Paper
RHUDO	Regional Housing and Urban Development Office
ROCAP	Regional Organization for Central America and Panama
SO	Strategic Objective
TA	Technical Assistance
TBD	To Be Determined
TFAP	Tropical Forestry Action Plan
TFR	Total Fertility Rate
TIC	Trade and Investment Council/Committee
TIO	Trade and Investment Office
TPOP	Trade Policy and Promotion Program
UPS	Uninterruptible Power System
VSC	Voluntary Surgical Contraception

FY 1994 - 1995 Action Plan
Strategic Objective / Activity Matrix
 (USAID/Guatemala--flagship projects highlighted)



LAC Bureau Objective:
Support the Achievement of Broadly-Based, Sustainable Economic Growth

Mission Objectives:



SECTION I: STATUS OF STRATEGIC OBJECTIVES

OVERVIEW

With the second year of the Serrano Administration coming to a close, the USAID/Guatemala Program, in consonance with the Government of Guatemala (GOG), local and U.S. NGOs, and private sector counterparts, has made impressive strides in promoting sustainable economic growth within a still fragile democracy. The passage of the key elements of the tax reform package in May 1992 marked the culmination of several years of USG efforts to support fiscal reform in Guatemala, thereby allowing the GOG to begin serious negotiations with the International Monetary Fund (IMF) on a stand-by agreement. After the GOG signed a Letter of Intent with the IMF in December 1992, A.I.D. disbursed \$50 million in FY 1990/FY 1991 ESF. This in turn enabled the GOG to clear arrears with the World Bank. As a result of this and other efforts to improve relations with the IMF and the IBD, the GOG again has access to financing from these multilateral institutions.

The Mission continues to apply a mix of policy dialogue and project interventions to achieve the Strategic Objectives laid out in last year's Program Objectives Document. Significant gains have been made in the areas of judicial reform, trade liberalization and the provision of social services. With limited technical assistance from the Mission, the Guatemalan Supreme Court drafted and the Guatemalan Congress passed the Criminal Procedures Code in September 1992, setting in motion a sweeping and historic reform of the Guatemalan criminal justice system. The Congress also prepared the new organic law for the Public Ministry, and passed major narcotics, labor and intellectual property rights legislation. In addition, the Mission successfully negotiated a policy agenda with the GOG designed to enhance free trade and private investment. Non-traditional exports benefitted from this open policy environment, growing by 10% in 1992.

In the health sector, Mission interventions have supported the fight against the cholera epidemic and have had a measurable impact on reducing the prevalence of diarrheal diseases. Deaths due to such diseases decreased by 20% in 1992, thereby saving approximately 2,000 lives. Furthermore, after years of policy dialogue between the Mission and the GOG, a Population and Development law has been drafted and is expected to be passed by Congress in early 1993. In education, the Mission successfully negotiated significant policy and resource commitments by the Ministry of Education directed at increased educational opportunities for girls as well as at the regionalization of bilingual education services. The increased attention of the Guatemalan public and private sector to the issue of primary education for girls is expected to reap significant long-term benefits, related not only to educational attainment but also to reductions in total fertility and infant mortality rates. The Mission's PL 480 Title II food aid program continues to contribute to short-term food security, while also supporting to the Mission's Strategic Objective of Smaller, Healthier Families.

Finally, Mission efforts to promote sustainable natural resources management have begun to have noticeable impact. Under the Highlands Agricultural Development Project, a new "extension and education" approach to soil conservation has replaced a subsidy payment system, and watershed management initiatives have been integrated with production and conservation activities. Under the Maya Biosphere Project, A.I.D.-financed PVO efforts are promoting community-based, sustainable production and environmental protection activities.

While progress has been significant, the USAID/Guatemala Program suffered several setbacks over the past year. These included failure to reach agreement with the Supreme Court on initial support for implementing the judicial reform process, as well as the hold placed by the U.S. Congress on the Trade and Investment Support Program, under which the Mission's trade and investment policy agenda was to be formalized. In FY 1993, the Mission will continue to discuss the possibility of supporting the Court's role in implementing the new Criminal Procedures Code under the Judicial Sector Reform Support Project, but will also include other key institutions in the reform process (such as the Public Ministry) in the Project's design. The modified trade sector program (Trade Policy and Promotion) will no longer include support for direct investment promotion, and will be expanded to include assistance to enhance labor's participation in the non-traditional export sector.

Institutional strengthening will continue to be an important facet of the Mission's economic assistance program and policy dialogue during the planning period. This need is evident in, among others, the lack of financial and administrative support for CONAP, the GOG's main environmental protection agency, which continues to have limited success in promoting and overseeing effective natural resources management. Despite its legislative accomplishments over the past year, the Guatemalan Congress also continues to be institutionally weak, and efforts to define a long-term strategy for institutional development have been hampered by such problems as internal political divisions and a lack of leadership continuity. Through our existing programs, the Mission will assist the Ministries of Health and Education to use more effectively and efficiently both the GOG and donor resources provided to them.

The first contingent of the approximately 30,000 refugees camped in Mexico has now returned to Guatemala. Direct support for the refugees is being managed by the United Nations High Commission on Refugees, with support from a number of non-governmental organizations. GOG assistance for settlement of the refugees is being financed by the World Bank. USAID/Guatemala is closely monitoring the refugee return, and will provide emergency food assistance if present systems prove inadequate. We will also extend coverage of existing sector programs into refugee settlements if appropriate. More intensive assistance does not appear necessary at this time and would be severely constrained by the heavy earmarking of the Mission's budget and the absence of ESF resources.

SECTION I.1: INCREASED PRIVATE INVESTMENT AND TRADE

I.(1).A Refinements/Changes in Strategic Objective/Program Outputs: The Increased Private Investment and Trade Strategic Objective underwent considerable refinement over the last year as the Trade and Investment Office's portfolio became better defined and focused, and peripheral areas were phased out. Despite the refinements, the basic Strategic Objective, its indicators, and program outputs remain largely unchanged. Given the World Bank and the Interamerican Development Bank's focus on tariff structures and financial markets reform, the Mission has narrowed its focus commensurately. Consequently, the number of program output indicators have been reduced and focused specifically on points of A.I.D.'s direct impact.

Under the improved trade regime output, the focus is clearly on non-tariff barriers, as the problems on the tariff side are being addressed on a regional basis and/or will become the concern of other international donors--in this case, the World Bank. The investment output focuses specifically on increased local and foreign investment, areas that can be expected to respond directly to the Mission's policy agenda by promoting a more stable and less constraining investment environment. Under the increased production of diversified non-traditional exports, the major change has been the incorporation of employment and labor relations indicators to permit the Mission to monitor the active participation of workers in the process and benefits of liberalized international trade and investment.

I.(1).B Strategic Objective Performance: Guatemala made significant progress this year in improving upon a policy environment already open to and supportive of increased private investment and trade. Among the major elements characterizing this improved policy environment are the following:

- Negotiation and signing of a standby agreement with the International Monetary Fund.
- Passage of a major fiscal reform legislation enhancing the GOG's revenue generation and collection capability.
- Negotiation and signing of a bilateral aviation agreement with the U.S. permitting unlimited entry of U.S. carriers into Guatemalan airways.
- Negotiation of a Free Trade Agreement with Mexico.
- Maintenance of the tariff range at 3-37%, and harmonization of tariff structures with the northern tier countries of Honduras and El Salvador, with an agreement to enter into a 5-20 tariff range in early 1993.

Within this context, the Mission successfully negotiated a policy agenda with the GOG covering business, trade and commercial law reform that would bring Guatemala close to satisfying many of the prerequisites for negotiation of a Free Trade Agreement with the U.S.

The agenda identified specific reform measures to be undertaken in the following areas:

- Intellectual Property Rights, including reforms in patent, copyright, and trademark legislation.
- Reforms in domestic legislation governing dispute resolution that would bring domestic legislation into compliance with international accords to which Guatemala is already signatory.
- Improvements in the investment approval process.
- Development of trade legislation covering safeguard, anti-dumping, and countervailing duties regulations.

Due to the congressional hold placed on our FY 1992 Trade and Investment Sector Program, the Agreement under which this policy agenda was to be formalized was not signed. In response to Section 599 in the FY 1993 Foreign Assistance Act, the Mission is modifying the proposed program to eliminate investment promotion activities, and to include a broader labor relations component to assist the Guatemalan public and private sectors to better incorporate labor in the benefits of non-traditional exports. Under this new Trade Policy and Promotion (TPOP) Program, the policy agenda described above is expected to be kept as a major component.

Mission efforts in promoting reform in public regulation of private investment and public utilities have contributed to the following:

- Conclusion of two major electrical generation agreements with U.S. firms, initial negotiations of two additional generation agreements and several potential co-generation agreements, and reduction of electricity rate subsidies.
- Issuance of a presidential decree creating a Ventanilla Unica de Inversiones or one-stop office for investment processing and information within the Ministry of Economy.
- Definition of a pilot project for initiation of private sector concessions for public road maintenance.

The impact of this open policy environment on private investment and trade has been significant. Despite a major fall in world prices of traditional commodities such as cotton and coffee, Guatemala's total exports will reach or surpass last year's levels because of

growth in non-traditional exports. Much of this can be attributed to the Mission's assistance in this area.

- Total non-traditional exports will surpass \$450 million in value this year, more than twice that of coffee, and almost 85% of the total value of traditional exports from Guatemala.
- Total bilateral trade between the U.S. and Guatemala grew by more than 20% over last year's level, and is projected to reach \$2.24 billion for 1992.
- Private Investment as a share of GDP grew from 9.9% in 1991 to 10.6% in 1992.

The Mission's promotion of private investment and trade through assistance to private, nonprofit institutions and several public sector entities has produced the following:

- The Non-traditional Product Exporter's Guild (Gremial), through its export promotion and policy program, influenced approximately \$310 million of the \$450 million 1992 Non-traditional Export (NTE) production total.
- An estimated 50,000 people are employed in the production of non-traditional agricultural products and another 70,000 employed in the new non-traditional industrial export sector. This represents an increase of roughly 15,000 new jobs in the last year.
- Through the construction and maintenance of 1,352 kms. of rural access roads, 215 new agricultural production areas have been opened, improving the marketing and transportation of both traditional and non-traditional agricultural products produced by more than one half million farmers.
- 3,200 small- and medium-scale business persons were trained in basic skills of business and export administration through the Guatemalan Management Association/Center for Entrepreneurial Development (AGG/CEDE). A new training program for women entrepreneurs was created and 350 women were trained in the first course.

Both the Gremial and AGG/CEDE have made significant progress in defining and beginning to implement strategies to achieve greater self-sufficiency and ensure sustainability of activities now financed by A.I.D. AGG/CEDE has increased its cost-recovery ratio to 63%, while the Gremial is beginning a market survey to determine how they can better meet the needs of their membership while increasing cost recovery. The Guatemalan Enterprise Chamber (CAEM) has also taken steps towards operational sustainability by reducing staff and ensuring coordination with other institutions to eliminate duplicative activities.

Despite significant growth in both exports and bilateral trade, the possibility that Guatemala will lose General System of Preferences (GSP) and Caribbean Basin Initiative (CBI) access because of labor rights concerns is a serious threat to achievement of the Strategic Objective. While the successful modification of the Guatemalan Labor Code in late 1992 was a significant action, evidence of improved implementation of the Code will be crucial to continued GSP and CBI access.

For many years, the Indian town of San Pedro Sacatepequez had been the traditional source of low-quality shirts for the Guatemalan and Central American markets. In the early to mid 1980s, as the Central American Common Market disintegrated and the Guatemalan economy declined by 20% in real terms, the markets for San Pedro's shirt output fell sharply. In the latter part of the 1980s, to counteract this decline in the local market, a board member of the A.I.D.-assisted Guild of Non-Traditional Product Exporters began to interest some of the San Pedro entrepreneurs in using their skills to produce shirts for the export market.

Eventually over 200 enterprises with between 5 and 50 sewing machines each began producing for the export market. Twenty of these firms employing a total of 500 workers subcontracted directly with a large U.S. firm for the production of cotton plaid shirts. The other roughly 180 entrepreneurs did subcontracting for a variety of Guatemalan and foreign-owned apparel exporters. The rapid increase of Guatemala's apparel exports from 1985 to 1991 (at an average rate of 70% a year) provided plenty of opportunity for expansion of the San Pedro sewing industry. By 1992, San Pedro, with its 20,000 inhabitants, contained nearly 5,000 industrial sewing machines, or one per every 4 persons. This rapid growth has made San Pedro one of the most prosperous towns in the Indian highlands of Guatemala.

Already active in facilitating improved labor relations through assistance to the Non-traditional Product Exporter's Guild, other traditional private sector entities, and the GOG Ministry of Labor, the Mission will continue its efforts to promote the participation of labor in the process and benefits of global trade and investment. Specific indicators have been incorporated under the program output of increased production of diversified non-traditional export products, and specific project activities will be carried out with both the private and public sector to improve the status of labor relations in Guatemala.

Continued growth in non-traditional exports will confront several serious obstacles in the near future. The rate of growth of textile exports has already been affected by numerous textile calls and newly established quotas. Failure of the GOG to address pesticide residue and phytosanitary problems could also significantly affect the growth of exports to the U.S. and Europe of high-value vegetables. Short-term measures responding to these problems have already been taken, but a permanent solution will require greater public and private sector appreciation of the seriousness of the need for widespread changes in pesticide use. Because these two areas (textiles and non-traditional agriculture) represent historically Guatemala's most dynamic NTE sectors, the overall rate of growth of non-traditional exports could be seriously affected in the short-term.

I.(1).C Monitoring and Evaluation Status/Plans: The Mission has developed a monitoring and evaluation plan for the Increased Private Investment and Trade Strategic Objective. Systems are already in place for collection of performance data on trade and investment at a macro and sectoral level. A new base line will be set up during the next semester to monitor job creation at the firm level in the non-traditional export sector. Special studies will also be initiated to further specify gender-disaggregated, people-level impact of activities promoting investment and trade, and to develop a monitoring system for measuring progress in labor relations and implementation of the GOG labor code.

I.(1).D Regional Coordination: Implementation of the Increased Private Investment and Trade Strategic Objective has been enhanced by support received from ROCAP's EXITOS Project, which has provided valuable assistance in increasing institutional sustainability and local non-traditional agricultural export production capacity. The Mission contributed to the development of ROCAP's new trade and investment project (APERTURA), and we expect to benefit from the technical assistance to be provided on key regional issues. In addition, the Mission will continue to work with ROCAP in the implementation of the Partnership for Democracy and Development (PDD) and the Enterprise for the Americas Initiative (EAI).

TABLE 1.1: STRATEGIC OBJECTIVE PERFORMANCE

Guatemala						
STRATEGIC OBJECTIVE NO. 1 Increased Private Investment and Trade						
Indicator: Value of non-traditional exports						
Unit: Millions of U.S. dollars		Year	Planned	Actual		
Source: Central Bank Dollar Repatriation Data	Baseline	1989	---	240		
Comments: Assumes an annual 15% growth through 1994, and an annual 10% growth thereafter. The 1992 actual figure is estimated based upon data available through December 17, 1992. The revised targets reflect a change from use of customs data to data collected by the Central Bank on repatriated earnings.		1992	459	450		
		1993	527	***		
		1994	606	***		
		1995	667	***		
		1996	734	***		
		Target	1997	807	***	
Indicator: Private investment as share of GDP						
Unit: Percentage		Year	Planned	Actual		
Source: Central Bank	Baseline	1989	---	10.6		
Comments: Projections are based on an annual increase of one tenth of a point. Targets have been revised from last year's POD/AP based on a more reliable data source.		1992	10.9	10.6		
		1993	11.0	***		
		1994	11.1	***		
		1995	11.2	***		
		1996	11.3	***		
		Target	1997	11.4	***	

*** Actual data will be available

Indicator: Value of U.S.--Guatemalan Bilateral Trade						
Unit: Millions of U.S. Dollars		Year	Planned	Actual		
Source: U.S. Department of Commerce	Baseline	1989	---	1270		
Comments: Projections are based upon recent annual growth rate of 20% through 1992, and then projected to grow at an annual growth rate of 10% thereafter. The 1992 actual figure is estimated based on historical growth rates applied to data available through May 1992. This indicator was revised to more accurately reflect growth in U.S.-Guatemala bilateral trade.		1992	2194	2265		
		1993	2413	***		
		1994	2654	***		
		1995	2920	***		
		1996	3212	***		
		Target	1997	3533	***	
PROGRAM OUTPUT NO. 1.1 Sound investment environment						
Indicator: Direct foreign investment						
Unit: Millions of U.S. dollars		Year	Planned	Actual		
Source: Central Bank	Baseline	1989	-----	60.3		
Comments: Projections assume that the GOG will be able to attain IMF benchmarks, but that investors will adopt a "wait and see attitude." Projections beyond 1994 would be merely speculative and therefore are not cited.		1992	99.2	90.4		
		1993	100.0	***		
		Target	1994	105.0	***	
		1995			***	
		1996			***	
		1997			***	

*** Actual data will be available

PROGRAM OUTPUT NO. 1.2 Open trade regime					
Indicator: GATT agreement compliance					
Unit: Number of GATT Panel findings against Guatemala	Year	Planned	Actual		
Source: United States Trade Representative	1992	-----	0		
Comments: The assumption is that an open trade policy is maintained unless GATT panel rulings are against Guatemala. Negative GATT findings will be reflected in a change from zero to the number of actual findings in any given year.	1993	0	***		
	1994	0	***		
	1995	0	***		
	1996	0	***		
	1997	0	***		
Indicator: Number of commodities subject to quantitative restrictions or licensing on imports and exports					
Unit: Absolute number	Year	Planned	Actual		
Source: Ministry of Economy	1990	-----	60		
Comments: Exceptions will be defined in a negative list, following international practices. The list, to be defined by the World Bank, will include such items as wild orchids and endangered species. Reductions between 1990 and 1992 were the result of World Bank conditionality.	1992	30	30		
	1993	25	***		
	1994	25	***		
	1995	25	***		
	1996	25	***		
	1997	25	***		
	Target				

*** Actual data will be available

PROGRAM OUTPUT NO. 1.3 Increased production and marketing of non-traditional exports						
Indicator: Light manufacturing exports						
Unit: Millions of U.S. dollars		Year	Planned	Actual		
Source: Central Bank Dollar Repatriation Data	Baseline	1990	---	49.5		
Comments: Includes processed food, glass, metal and chemical products, and wood and wood manufactures. Actual 1992 export data is through December 17, 1992. The change in figures from last year reflects the inclusion of new categories of manufacturing exports in this indicator. Growth is projected at 15% annually through 1994, and 10% annually thereafter.		1992	65.4	73.0		
		1993	75.3	***		
		1994	86.5	***		
		1995	95.1	***		
		1996	104.6	***		
		1997	115.1	***		
		Target				
Indicator: Non-traditional agriculture exports						
Unit: Millions of U.S. dollars		Year	Planned	Actual		
Source: Central Bank Dollar Repatriation Data	Baseline	1990	---	73.5		
Comments: Includes vegetables, fruits and preservatives, flowers and ornamental, and shrimp and related sea food. Actual export data for 1992 is through December 17, 1992. Growth is projected at 15% annually through 1994, and 10% thereafter.		1992	102.0	105.0		
		1993	117.0	***		
		1994	135.0	***		
		1995	148.0	***		
		1996	163.0	***		
		1997	179.5	***		
		Target				

*** Actual data will be available

Indicator: Textile and textile assembly exports					
Unit: Millions of U.S. dollars		Year	Planned	Actual	
Source: Central Bank	Baseline	1990	---	63.6	
Comments: Includes weaving and thread, and clothing. Actual Export data for 1992 is through December 17, 1992. Projections are based in an annual growth rate of 25% through 1993, at 15% through 1995, and at 10% thereafter.		1992	113.0	131.9	
		1993	141.0	***	
		1994	162.0	***	
		1995	186.0	***	
		1996	205.0	***	
		Target	1997	225.0	***
Indicator: Increased employment in the non-traditional export sector					
Unit: Thousands of jobs		Year	Planned	Actual	
Source: Special Studies and GEXPRONT	Baseline	1990	---	TBD	
Comments: Baseline and targets will be established by mid-1993. We intend to disaggregate data by gender and productive sector (i.e., textiles, light manufacturing, and agriculture). Collection of labor data in agriculture is expected to be difficult and will require qualitative estimates.		1992	TBD	***	
		1993	TBD	***	
		1994	TBD	***	
		1995	TBD	***	
		1996	TBD	***	
		Target	1997	TBD	***

*** Actual data will be available

Indicator: Improved benefits to labor from NTE growth					
Unit: TBD		Year	Planned	Actual	
Source: TBD	Baseline	1990	---	TBD	
Comments: To be developed by mid-1993 under new Trade Policy and Promotion Program. This indicator will be developed around the GOG's and labor courts' ability to quickly resolve labor complaints and implement legal sanctions to offenders of the labor code.		1991	---	***	
		1992	TBD	***	
		1993	TBD	***	
		1994	TBD	***	
		1995	TBD	***	
		1996	TBD	***	
	Target	1997	TBD	***	

*** Actual data will be available

TABLE 2.1: STRATEGIC OBJECTIVE PROGRAM "TREE"

Guatemala
Bureau Objective: Support the achievement of broadly-based, sustainable economic growth
Bureau Sub-objective: Encourage the adoption of and continued adherence to economic policies that promote investment, productive employment and outward-oriented diversification
STRATEGIC OBJECTIVE NO. 1 Increased Private Investment and Trade

PROGRAM OUTPUT NO. 1.1 Sound investment environment	PROGRAM OUTPUT NO. 1.2 Open trade policy	PROGRAM OUTPUT NO. 1.3 Increased production and diversity of non-traditional exports
---	---	---

Projects (Title)	Projects (Title)	Projects (Title)
520-0341 Private Enterprise Development	520-0341 Private Enterprise Development	520-0341 Private Enterprise Development
520-0403 Trade Policy and Promotion	520-0403 Trade Policy and Promotion	520-0274 Highlands Agricultural Development
	596-0170 APERTURA	520-0381 Small Farmer Coffee
		520-0332 Farm to Market Access Roads
		520-0403 Trade Policy and Promotion
		596-0165 EXITOS

SECTION I.2: SMALLER, HEALTHIER FAMILIES

I.(2).A Refinements or Changes in the Strategic Objective/Program Outputs: The "Smaller, Healthier Families" Strategic Objective has not been modified; however, one new performance indicator, child mortality rate (CMR) has been added to total fertility rate (TFR) and infant mortality rate (IMR), for a total of three indicators. This additional indicator, which measures mortality in children under five years old, will reflect the impact of Mission interventions on a broader subset of the Guatemalan family. The 1993 Demographic and Health Survey (DHS) will be used to establish targets for CMR and to re-evaluate the current targets for TFR and IMR.

Several changes have been made in terms of the program outputs and program output indicators in the Strategic Objective "Tree." In August 1992, the Mission authorized a new reproductive health project, Family Health Services. This flagship project represents the mid-point in USAID/Guatemala's forty year population strategy. It broadens the scope of population sector activities from a narrow focus on family planning to the more integrated concept of reproductive health. In addition to increasing contraceptive prevalence and birth spacing, activities will focus on safe deliveries, maternal mortality, neonatal mortality, maternal morbidity, and sexually transmitted diseases. Hence, the new program output will be "Enhanced Reproductive Health" instead of "Increased Use of Contraceptives."

The Mission will continue to track national contraceptive prevalence rate (CPR) as a primary indicator of our reproductive health program output. Additionally, the Mission will track the CPR among Mayan couples, with targets derived based on DHS results. One of the three components of our new Family Health Services Project is dedicated to testing strategies to improve access to and use of services by Mayan couples, whose CPR was only 5% in 1987. Finally, "Increased Percentage of 2-Year or Greater Birth Intervals" has been added as a program output indicator. The Mission considered including "Maternal Mortality Rate" as a program output indicator, but measurement costs and methodological difficulties make it an impractical indicator.

While IMR and CMR are the performance indicators of the "healthier" component of the SO, the program outputs have been changed from "Increased Oral Rehydration Therapy (ORT) and Immunization Coverage" to "Increased Use of Selected High Impact Child Health Interventions" to better reflect the Mission's broad investments and impact in the health sector. The health portfolio is not limited to Expanded Program of Immunization/Oral Rehydration Therapy (EPI/ORT), but also includes water/sanitation and reproductive health. The Mission will use four program output indicators related to health: (1) Increased Vaccination Coverage of Children Younger than 12 Months; (2) Increased Coverage of ORT in Children under five years old; (3) Increased Percentage of 2-Year or Greater Birth Intervals; and (4) Reduced Incidence of Diarrheal Disease (in the 300 communities covered by our water and sanitation projects).

I.(2).B Strategic Objective Performance: The DHS is the principle instrument used to monitor performance of the SO. The last DHS was conducted in 1987, hence the upcoming DHS will be important in measuring progress towards achievement of this Strategic Objective and establishing baseline data. Updated measures of TFR, CPR and IMR are critical to SO performance monitoring. Based on the steady increases in couple years of protection (CYP) provided with the assistance of A.I.D. funding during the past several years (from approximately 250,000 in 1988 to more than 361,000 in 1991), the Mission expects that the CPR is currently higher than the 29% target previously established for 1992. The DHS will allow the Mission to modify targets if necessary to better reflect the current state of affairs and upcoming Mission investments in this area.

During 1992, the Mission continued to support the Ministry of Health in its fight against the cholera epidemic. A.I.D.-financed technical assistance, training and materials were a significant element in the coordinated response by donors and the host government. Cholera will continue to be a problem in Guatemala, as it will in other Central American countries. However, interventions to date have had a measurable impact on reducing the prevalence of diarrheal diseases. Deaths due to such diseases decreased by 20% in 1992, thereby saving approximately 2,000 lives.

Guatemalan infant mortality and morbidity figures are among the highest registered in Latin America. Death from common, preventable illness has become a sad fact of life for many rural Guatemalans who lack what is usually basic information on how to prevent and counteract the effects of such illnesses as prolonged diarrhea and upper respiratory disease. A Chimaltenango beneficiary of a PL-480 Title II Mother Child Health (MCH) activity related his story in this way:

"Our first daughter came down with diarrhea and began to get very, very thin. We didn't want to give her any water because we thought maybe if she didn't eat or drink anything her diarrhea would go away. We really didn't know what to do. Our daughter eventually died. When we moved to another community, we enrolled in the community food program. We were lucky to have a second child and my wife attended the health classes that were given as part of the food distribution. There she learned how to handle this problem of diarrhea. When our second child had these problems, we knew just what to do and she is a happy, strong baby. I only regret that I didn't know then with our first child what I know now. It was so sad for us, but now we're moving forward."

This story clearly underscores the effectiveness of reaching Title II beneficiaries with not only a nutritional supplement to their diets but also with appropriate education that can literally save their lives.

In addition, the Mission contributed to several developments in the policy arena that will enhance project implementation and effectiveness. Major policy achievements of 1992 included:

- A Population and Development law is expected to be passed by the Guatemala Congress in early 1993, largely as a result of several years of technical support and "consciousness raising" provided by the Mission to members of the Congress.
- The Guatemalan Social Security Institute (IGSS) officially opened a reproductive health program at a two day workshop in October. IGSS covers 17% of the Guatemalan population, most of whom are economically active and hence likely to set the trend of family planning acceptance.
- A policy study on the medical and operational barriers to increasing contraceptive prevalence was completed and presented at the Latin American Regional Conference in Mexico City. The Ministry of Health (MOH) participated fully in the field work and is expected to begin addressing some of the barriers in 1993.
- During 1993, the GOG will finance operational costs of the Reproductive Health Unit and the Water and Sanitation Unit, costs previously born by Mission projects. Particularly in reproductive health, this step represents the growing comfort and openness toward family planning within the MOH.
- The GOG/MOH has budgeted for the purchase of oral rehydration salts (ORS) beginning in late 1993 from LAPROMED, a dependency of the Universidad San Carlos that is developing a sustainable ORS production capability with Mission assistance.
- Two recipients of AID/W child survival grants, Project Concern International and CARE, are adding reproductive health components to their ongoing activities.

Despite these major advances in the health/population sector, serious constraints remain: (1) the opportunity for the GOG to increase investments in health is hampered by a weak MOH that has historically been able to spend only about 30% of its allocated investment budget; (2) traditional cultures and religions in Guatemala reject modern health and family planning services; (3) linguistic diversity, rugged terrain and dispersed population make social marketing, promotion, counseling, and delivery of services difficult and expensive; and, (4) low educational levels, especially among women and the Mayan population.

I.(2).C Monitoring and Evaluation Status/Plans: The Mission has developed a Monitoring and Evaluation Plan to support the Strategic Objective. Impact will be measured through periodic DHS's, with the next scheduled for 1993. The DHS will provide reliable, population-based estimates of the three performance indicators (TFR, IMR, CMR) as well as some of the program outputs (national CPR, CPR among Mayan couples, birth spacing and immunization/ORT coverage). The final health program output measure, "reduced diarrheal disease incidence" will be measured by the Highlands Water and Sanitation Project's baseline and final evaluations (1993 and 1995, respectively), as well as an ongoing community-based monitoring system to be established by the Ministry of Health in 1993.

Between DHS measurements, which will have five to six year intervals, the Mission will monitor performance through service statistics such as CYP, from which estimates of CPR can be calculated. In addition, special studies, geographically focused on the high-priority rural Mayan areas, will be conducted as part of the operations research component of the Family Health Services Project. Likewise, our child survival activities will emphasize local studies in selected health areas to monitor progress in ORT and immunization coverage. The Highlands Water and Sanitation Project includes a community-based monitoring system for ongoing surveillance of diarrheal disease incidence and infant mortality at project sites.

The Mission will continue to work closely with PL-480 Title II cooperating sponsors to develop benchmarks and indicators to monitor the effectiveness of their maternal and child health (MCH) programs. It is the Mission's intent to include at least one program output indicator of the impact of the MCH component of our Title II Program in next year's Action Plan. In addition, during 1993, CARE will carry out pilot testing of the impact of double rationing on nutrition in selected geographic areas. The results of this study will facilitate a determination of whether the individual malnourished child or the child's family should be the target of food distribution activities.

I.(2).D Regional Cooperation: In September 1992, the Mission executed an add-on to ROCAP's INCAP Institutional Strengthening Project, through which INCAP will assist the Ministry of Health to improve its cholera/diarrheal disease preparedness. Activities will focus on rapid needs assessments to improve the quality of service delivery, epidemiological surveillance, and case management, especially by community health workers.

TABLE 1.2: STRATEGIC OBJECTIVE PERFORMANCE

Guatemala						
STRATEGIC OBJECTIVE NO. 2 Smaller, Healthier Families						
Indicator: Total Fertility Rate (TFR)						
Unit: Average Number of Births/Woman/Lifetime		Year	Planned	Actual		
Source: Demographic and Health Survey	Baseline	1985	-----	5.60		
Comments: DHS will be carried out in 1993 and then again in 1998. The Missions long-term target is to reach a TFR of 4.2 by 2010.		1992	5.40			
		1993	5.30	***		
		1994	5.20			
		1995	5.10			
		1996	5.00			
		1997	4.96			
		Target				
Indicator: Infant Mortality						
Unit: Deaths < 1 Year Old/1,000 Live Births		Year	Planned	Actual		
Source: Demographic and Health Survey	Baseline	1985	-----	74.4		
Comments: Mission's long-term target is 50/1000 in 2010. Targets may be revised based on DHS.		1992	70			
		1993	69	***		
		1994	68			
		1995	67			
		1996	66			
		1997	65			
		Target				

*** Actual data will be available

Indicator: Child Mortality					
Unit:	Deaths < Five Years Old/1,000 Live Births		Year	Planned	Actual
Source:	Demographic and Health Survey	Baseline	1993	-----	***
Comments:	This is a new performance indicator for which targets will be set based on the 1993 baseline established in the DHS. This indicator permits the Mission to monitor the impact of health interventions on a broader subset of the family (children under 5 years old).		1994	TBD	
			1995	TBD	***
			1996	TBD	
		Target	1997	TBD	
PROGRAM OUTPUT NO. 2.1 Enhanced Reproductive Health					
Indicator: National Contraceptive Prevalence Rate					
Unit:	Percentage		Year	Planned	Actual
Source:	Demographic Health Survey, special studies	Baseline	1987	-----	27
Comments:	The targets may be revised based on the DHS findings. Between DHS measurements, the Mission can produce an estimate of CPR through Couple Years of Protection (CYPs). The Mission's long-term target is to reach a CPR of 42.8% in 2010.		1992	29.0	
			1993	29.5	***
			1994	30.2	
			1995	31.0	
			1996	31.8	
	Target	1997	32.6		

*** Actual data will be available

Indicator: Contraceptive Prevalence Rate Among Mayan Couples					
Unit: Percentage		Year	Planned	Actual	
Source: Demographic Health Survey, special studies	Baseline	1987	-----	5	
Comments: The targets will be established based on DHS findings in 1993. Between DHS measurements, the Mission will estimate Mayan CPR in selected areas through special studies.		1993	TBD	***	
		1994	TBD		
		1995	TBD		
		1996	TBD		
		1997	TBD		
PROGRAM OUTPUT No. 2.1 Enhanced Reproductive Health and 2.2 Increased Use of Selected High Impact Child Survival Interventions					
Indicator: Birth intervals of two years or greater					
Unit: Percentage		Year	Planned	Actual	
Source: Demographic and Health Survey	Baseline	1993	-----	TBD	
Comments: The baseline and targets will be established based on the DHS. This is a new indicator which is used to measure progress under both program outputs listed above.		1994	TBD		
		1995	TBD		
		1996	TBD		
		1997	TBD		

*** Actual data will be available

PROGRAM OUTPUT NO. 2.2 Increased Use of Selected High Impact Child Survival Interventions					
Indicator: Vaccination Coverage of Children under 12 months (APT, Polio, Measles)					
Unit: Percentage		Year	Planned	Actual	
Source: Demographic Health Surveys	Baseline	1985	---	5%	
Comments: Between DHS measurements, the Mission will estimate coverage through small-scale, special studies. The last DHS measurement was 50% in 1987.		1993	60%	***	
		1994	65%		
	Target	1995	70%		
Indicator: ORT coverage of children under five years					
Unit: Percentage of diarrheal episodes treated w/ORT		Year	Planned	Actual	
Source: Demographic Health Survey	Baseline	1989	---	38%	
Comments: Between DHS measurements, the Mission will estimate coverage through small-scale, special studies. - The 1992 figures was expected to be lower than that of 1989 due largely to the previous suspension of the Mission's ORT/Immunization project.		1992	35%	N/A	
		1993	40%	***	
		1994	50%		
	Target	1995	60%		
Indicator: Incidence of diarrheal disease in PAYSA communities.					
Unit: Percentage		Year	Planned	Actual	
Source: Community Surveys	Baseline	1993	-----	TBD	
Comments: This is a new program output indicator. The baseline and targets will be established through the Project's baseline sample survey in 1993 conducted by WASH. Annual measurements will be drawn from a community-based monitoring system in project sites.		1994	TBD	***	
		1995	TBD	***	
		1996	TBD	***	
	Target	1997	TBD	***	

*** Actual data will be available

TABLE 2.2: STRATEGIC OBJECTIVE PROGRAM "TREE"

Guatemala
Bureau Objective: Support the achievement of broad based and sustainable economic growth.
Bureau Sub-objective: Encourage accelerated opportunities in the economy by the historically disadvantaged.
STRATEGIC OBJECTIVE NO. 2 Smaller, Healthier Families

PROGRAM OUTPUT NO. 2.1 Enhanced Reproductive Health	PROGRAM OUTPUT NO. 2.2 Increased Use of Selected High Impact Child Survival Interventions
--	---

Projects (Number\Title)	Projects (Number\Title)
520-0357 Family Health Services	520-0339 Immunization and ORT for Child Survival
936-3023 DHS (Secondary)	520-0357 Family Health Services
936-3049 AVSC (Secondary)	520-0399 Highlands Water and Sanitation
936-3050 Pop Council (Secondary)	520-0408 Care Rural Water and Health
936-3060 Evaluation Project (Secondary)	Centrally-funded Child Survival Grants with HOPE, IEF, CARE (Secondary)
596-0169 INCAP (Secondary)	MCH Components of PL 480 Title II with CARE, SHARE and CRS (Secondary)

SECTION I.3:IMPROVED PRIMARY EDUCATION SERVICES

I.(3).A Refinements or Changes in the Strategic Objective/Program Outputs: The Mission has refined and focused this Strategic Objective in light of resource levels, institutional commitments, and the findings of the recent mid-term evaluation. The previous Strategic Objective, *Improved Basic Education*, was not sufficiently focused. Hence, it has been revised to more closely reflect the objectives of the Mission's primary education program. The revised objective is to *Improve the Quality, Efficiency, and Equity of Primary Education Services*.

The performance indicators have been revised to measure program impact on selected populations in specific target areas where the Mission's education sector interventions are and will continue to be concentrated. To more accurately reflect the Mission's historic focus on basic education of Mayan-speaking children, and its increasing attention to improvements in girls' primary school retention rates, we have included *equity*, along with *quality and efficiency*, in the refined Strategic Objective. An equity measure, *increased proportion of enrollments of girls to boys in third grade in target areas and Mayan to non-Mayan children nation-wide in third grade* has been added as a performance indicator. We have raised equity to the performance indicator level both because of the focus of program interventions, and because of worldwide evidence demonstrating that quality and efficiency measures alone do not have an effect on increasing equity in enrollments of language minorities and girls. Rather, lessons learned worldwide indicate that specific, separate interventions must be identified and applied to language minorities and girls to ensure increases in the proportion of their enrollments. The Mission has also refined and focused the program outputs and program output indicators.

The attached NPD amendment requests a delegation of authority from AID/W to the Mission to authorize and extend the Basic Education Strengthening (BEST) Project for an additional four years to 1999. This will allow the execution and institutionalization of the project interventions envisioned in the original ten year design. Based on the recommendations of the mid-term evaluation and on the revised Strategic Objective, the Mission is currently in the process of reprogramming the BEST Project. As discussed in USAID/Guatemala's Program Objectives Document, the Mission plans to exit from this sector in 1999 due to expected declines in budgetary resources in future years and the need to concentrate our resources on those areas where other donors are not likely to focus. FY 1997 will be the last year of new funding for BEST. By PACD, we expect that project interventions will have been successfully institutionalized, that the Strategic Objective will have been realized, and that significant other donor resources will be flowing to this sector.

The Mission has been actively supporting the World Bank and the InterAmerican Development Bank (IDB) in their planning efforts to reenter this sector. The World Bank plans to begin implementation of its Second Basic Education Project in 1993 which will complement the BEST interventions. It is expected that the World Bank will be supporting

Eduque a la Niña, an activity initiated under the BEST Project and will expand on Mission efforts by applying the Escuela Nueva (one-room, one-teacher school) methodology to 1,000 additional one-room schools. The IDB has tentatively agreed to support the education sector by expanding BEST Project pilot activities.

I.(3).B Strategic Objective Performance: The BEST Project, the Mission's education sector program, is now completing its second full year of implementation. Originally designed as a ten year activity, the Project was authorized as a six year project with a PACD of 1995, based on AID/W guidance. Subsequent extension of the Project was contingent upon satisfactory GOG performance. The mid-term evaluation recommended that the Mission and the Ministry of Education (MOE) conduct a strategic reassessment of the BEST project objectives, design, and strategy to determine what can be achieved, sustained, and institutionalized in the next seven years. It also recommended that the PACD be extended to July 1999 to allow for ten years of implementation as contemplated in the original design.

The mid-term evaluation also recommended that: 1) the emphasis on policy dialogue should be increased and should include both MOE institutional policies as well as national budget commitments to the educational sector; 2) project resources should be directed at strengthening the administrative and management capacity of the MOE in the implementation of project activities; and, 3) all activities in the remaining years focus on increasing GOG and MOE commitment, capability, and involvement.

Based on preliminary assessments, significant progress has been made towards achievement of program outputs. Improvements in the administration of primary education services were achieved through the establishment of the new supervisory system based on a new job description for supervisors, the appointment of 342 district supervisors, the training of all supervisors in all eight regions of the country, the design of the computerized management information and personnel systems to develop regional capacity for reporting and using information and for decision making, and the development of a socio-linguistic mapping capacity for basing decisions for implementing bilingual education programs according to the specific needs and requirements of Guatemala's Mayan language speakers.

Improvements in quality of the classroom environment were achieved through the adaptation of the Colombian Escuela Nueva (one-room, one-teacher school model) to Guatemala's one-room schools and the implementation of a teacher training program, the initiation of the revision of textbooks in the four major Mayan languages, and the development of several textbook prototypes in four additional Mayan languages.

Improvements in equity of primary education services in target areas were evidenced through the training and assignment of a large contingent of bilingual teachers to bilingual schools; the incorporation of gender and ethnic content into the revision of bilingual text materials, interactive radio programming, one-room, one-teacher school materials and training; and the design of an innovative, multi-donor program of interventions for girls.

Nearly one third of Guatemala's schools are one-room schools. Frequently, teachers with limited resources and training work with all six grades in one class. Under a BEST Project activity, the Columbian Escuela Nueva model is being implemented in two of Guatemala's poorest regions. On an unannounced site visit to a school in Coban which is utilizing these creative strategies for teaching six grades in one classroom, it was clear that the teacher, Normita, was putting into practice the training she received under BEST. The newly elected student "government," which included both boys and girls, greeted the visitors. In Normita's classroom, the children could be seen working in "learning centers," completely absorbed in their individual work. Normita said excitedly, "For the first time in my teaching career, I'm facilitating rather than instructing. Look at my students. For the first time they are engrossed in the subject matter. They are working at their own pace, and I am able to attend to all their needs. This new methodology has completely changed me as a teacher."

Successes on the policy front include agreement by the Minister of Education to significant policy commitments and resource allocations directed at educational opportunities for girls (including the creation of an afternoon school session and the allocation of resources to contract additional teachers). Another important policy breakthrough is the approval of a ministerial plan to establish bilingual education services in the regional offices of education. These reforms are critical to the institutionalization of BEST project activities.

The policy dialogue agenda has been substantially modified to place greater emphasis on both institutional policy commitments by the MOE as well as budgetary commitments. Included in the objectives of the revised policy agenda are to: 1) increase the proportion of GOG budget assigned to the education sector; 2) increase the ability of the MOE to allocate and disburse resources; and, 3) ensure the assumption by the MOE of all recurrent expenditures, operational costs, and costs of training for all Project activities.

The performance and program output indicator values will be assigned in an education sector workshop late in February 1993 based on the consideration of recent changes, commitments, and achievements. The workshop participants will include consultants in indicator development, as well as Ministry of Education and technical assistance personnel currently working in the education sector. These indicator values will be submitted to AID/W in May.

In order to ensure that sufficient human resources with adequate training will be available to assure the achievement and sustained impact of the refined and focused Strategic Objective, the reprogramming of the BEST Project will include support to the MOE to improve the administrative and management ability of specific MOE units.

I.C (3). Monitoring and Evaluation Status and Plans: The Monitoring and Evaluation Plan for the Strategic Objective is currently under revision based on recommendations of the mid-term evaluation of the BEST Project. Currently, data collection and analysis for each of the indicators is conducted by means of:

- the ongoing formative evaluation program, which coordinates reporting and analyses from each of the activities of the BEST Project,
- the Management Information System activity of the BEST Project, which provides national level education data, disaggregated by gender and ethnic group, at intervals throughout the school year, and
- the achievement testing program, which provides data on student performance.

During CY 1993, applied educational research studies will be conducted to assess the impact of an experimental program of specially designed interventions to increase primary school girls' attendance and completion.

I.(3).D Regional Cooperation: There is no regional dimension to this Strategic Objective.

Indicator: Enrollment of boys to girls in target areas, and Mayan to non-Mayans in third grade nationwide					
Unit: Proportion		Year	Planned	Actual	
Source: Ministry of Education	Baseline				
Comments:					
		Target			
Indicator: Third grade academic achievement scores in target populations					
Unit: Percentage		Year	Planned	Actual	
Source: Ministry of Education	Baseline				
Comments:					
		Target			

*** Actual data will be available

PROGRAM OUTPUT No. 3.1 Improved administration of education services						
Indicator: Supervisory systems functioning						
Unit: Number		Year	Planned	Actual		
Source: Ministry of Education	Baseline					
Comments:						
	Target					
Indicator: Teacher appointments and decisions made at regional level						
Unit: Number		Year	Planned	Actual		
Source: Ministry of Education	Baseline					
Comments:						
	Target					

*** Actual data will be available

PROGRAM OUTPUT NO. 3.2 Improved quality of classroom environment					
Indicator: Teachers using specially designed materials					
Unit: Number	Year	Planned	Actual		
Source: Ministry of Education	Baseline				
Comments:					
	Target				
Indicator: Schools incorporating innovative methodologies					
Unit: Number	Year	Planned	Actual		
Source: Ministry of Education	Baseline				
Comments:					
	Target				

PROGRAM OUTPUT No. 3.3 Increased equity of educational services in target areas					
Indicator: Teachers trained and appropriately assigned to bilingual schools					
Unit: Number	Year	Planned	Actual		
Source: Ministry of Education Comments:	Baseline				
	Target				
Indicator: Gender and ethnic integration (TBD)					
Unit: TBD	Year	Planned	Actual		
Source: Ministry of Education Comments:	Baseline				
	Target				

*** Actual data will be available

TABLE 2.3: STRATEGIC OBJECTIVE PROGRAM "TREE"

Guatemala		
Bureau Objective: Support the achievement of broad based and sustainable economic growth.		
Bureau Sub-objective: Encourage accelerated opportunities in the economy by the historically disadvantaged.		
STRATEGIC OBJECTIVE NO. 3 Improve the Quality, Efficiency, and Equity of Primary Education Services		
PROGRAM OUTPUT NO. 3.1 Improved Administration of Education Services	PROGRAM OUTPUT NO. 3.2 Improved Quality of Classroom Environment	PROGRAM OUTPUT NO. 3.3 Increased Equity of Educational Services in Target Areas
520-0374 Basic Education Strengthening	520-0374 Basic Education Strengthening	520-0374 Basic Education Strengthening
936-5836 Improving Education Quality	936-5836 Improving Education Quality	936-5836 Improving Education Quality

SECTION I.4: IMPROVED MANAGEMENT OF THE NATURAL RESOURCE BASE

I.(4).A Refinements/Changes in the Strategic Objective/Program Outputs: Since last year's Action Plan, the Mission has made several changes in the Strategic Objective (SO) and its indicators. This reflects both experience gained from (1) implementing a relatively new natural resource management program and (2) collaborative work with CDIE and other technical experts in improving the SO framework, designing the monitoring/evaluation plan, and elaborating the policy matrix.

First, the SO has changed from *Sustainable Natural Resource Management* (NRM) to a more realistic -- *Improved Management of the Natural Resource Base*. As we have become more experienced with the concept of SOs and impact measurement, it became apparent that the previous Objective would take decades to achieve and did not fit within the 5-7 year perspective of the SO framework. Also, the Mission's NRM portfolio is small--consisting of only the Highlands Agricultural Development (PACD 1993), Maya Biosphere, and Community Natural Resources (FY 1993 new start) Projects. Real impact will be confined to "project areas" in the mid-term, which reduces the expansive focus of the previous objective. The newly revised objective is more realistic and reflective of what we hope to achieve and measure in the next 5-7 years.

Along with the SO, we improved the performance indicators to reflect a more realistic representation of SO progress and achievement. Two of the three previous indicators -- "Institutions Implementing Sound Agricultural and Natural Resource Plans" and "People Employing Sustainable Land Use Practices" were incorporated into the lower-level *program output* indicators. The third indicator -- "Land Under Improved Natural Resource Management" -- was revised to a more focused -- **Increased Land Area Under Improved Natural Resource Management Practices** (in project areas). Accompanying this indicator we added a new **Declining Rate of Deforestation in the Maya Biosphere** (compared to historic trends). These revisions are much truer indicators of SO progress. They are measurable and more accurately reflect the dual geographic focus of our NRM program (i.e., forest management in lowland tropic areas and land management in food-producing upland watersheds). Finally, at the level of program output indicators, the "Policy", "Institutions", and "Public Support" titles have remained in substance, but have been more tightly focused to reflect measurable outcomes that our program can realistically influence during the SO time period.

Perhaps the most important revision in this category was the refinement of the **policy agenda** to reflect the limited resources and policy focus of both the Highlands Agricultural Development (HAD) and Maya Biosphere Projects, as well as the expanded policy emphasis of the new Community Natural Resources Management (CNRM) Project. The SO Team met over a period of months to elaborate a policy agenda that addressed key medium-term policy constraints, more accurately reflected Government of Guatemala NRM policy emphasis, and

could reasonably be pursued by the limited Mission program -- present and future. We have focused on two major policy themes that incorporate and expand upon the policy reforms articulated in last year's action plan. They are:

- **Creating and applying incentives for local community management of natural resources** *by*
 - promoting community participation in GOG development councils
 - promoting municipal use of decentralized public funds for NRM activities

- **Improving legislation and institutions that promote more effective NRM** *through*
 - modifications to the Protected Areas and Forestry Laws to define clearer institutional mandates and responsibilities in managing natural resources

These policy themes will form the initial basis of the policy component of the new CNRM Project and SO and will be further elaborated during PP design (1st qtr CY 1993) with detailed activities and implementation schedules.

I.(4).B Strategic Objective Performance: During the course of the last year, the Mission continued to evolve its natural resource management strategy and gain experience from its project interventions. As part of this process, program output indicators were refined, but data collection to date has been limited. We will have data for all indicators by the end of CY 1993. However, while we cannot report data for all performance indicators at this time, some proxy indicators show concrete NRM accomplishments during 1992.

Program Output 1: Increased Use of Improved Resource Management Practices

- Under the HAD Project, the Mission was instrumental in getting the GOG extension agency, DIGESA, to adopt a new "extension and education" approach to soil conservation that replaced a previous subsidy payment system. This will result in reduced public subsidies and more local communities implementing *sustainable* soil conservation practices.

- Increased community involvement in planning and research of sustainable economic activities in the Maya Biosphere has been emphasized over the past year. The CONAP Board approved a Master Plan for Biosphere development, and held three public reviews of this plan with mayors, union leaders, and school teachers. Participatory rural appraisals were conducted of communities for development of a new agro-forestry outreach program. Community and business leaders were actively involved in organizing communities to develop environmentally-sound economic strategies.

- The HAD Project pioneered a unique participatory approach to watershed management with three public extension agencies, the PVO CARE, and highland communities working together to integrate sustainable production with conservation activities. This more

comprehensive approach has increased target group adoption of improved NRM practices in the project area.

Program Output 2: Financially-viable and effective institution managing the Reserve

- The Maya Biosphere Project has been working with user groups to reduce deforestation by promoting alternative employment in extractive industries. One of these target groups has been the *chicle* industry. This past year CONAP (primary GOG implementor of the Maya Biosphere Project), set a precedent by delegating much of the chicle harvest management responsibility to the private sector. This helped produce the largest chicle harvest since 1979, generating over \$2 million, which was distributed among contractors, chicleros, communities, CONAP, and other beneficiaries.

Program Output 3: More Effective NRM Policy Environment

- Published its Natural Resource Management Strategy for the 1990s, a comprehensive approach to treating the key natural resource problems facing Guatemala. Over 600 copies of this document were distributed to Guatemalan public and private institutions and international development groups. Many commended the Mission on the importance and usefulness of this strategy in formulating their own NRM programs and strategies.
- Furnished the primary technical and financial support to the design of the GOG's Tropical Forestry Action Plan, which will form the basis for the Ministry of Agriculture's resource conservation efforts in the 1990's. Subsequently, 12 international donors pledged financial support to implement the Plan's development activities.
- Provided key technical assistance and financial support for the design of the Minister of Agriculture's Policy Agenda for agriculture and natural resource management. This agenda was published and widely distributed and will form the basis for all future Ministry development programs.
- Consulted with decision-makers in various ministries and in the Congress on the institutional aspects of proposed new forestry legislation. The Mission also held high-level discussions with these same groups on improved worker rights for chicleros under proposed new chicle legislation.

All of these actions represent important progress in moving toward achievement of the Strategic Objective. Nevertheless, we are still in the beginning stages of our longer-term natural resources management program. One of the key policy constraints facing us at this point is the weak institutional structure of CONAP, the GOG's main implementing agency for protection of tropical forest areas. As a dependency of the Presidency but with little

access to that level, CONAP lacks the financial and administrative support so critical to carrying out its mandate. CONAP especially lacks a permanent cadre of trained personnel required to successfully implement the Maya Biosphere Project. We are working with CONAP and high-level GOG administrators to develop a long-range plan to address its institutional weaknesses. Achievement of this Strategic Objective in tropical lowland areas will largely depend on the resolution of this issue.

Prospero Reyes had problems last year. A widower with 7 children, he was the leader of Coop-Bethel, a group of 40 families in the isolated Lacandon mountains in the Peten. The cooperative was nearly bankrupt with few economic alternatives to sustain it. Illegal logging by outsiders was increasing the deforestation of the area and spawning invasions of squatters. Traditional agriculture and cattle production was becoming unsustainable and barely put enough food on the table.

Coop-Bethel is typical of the many such small communities that the Maya Biosphere Project is helping to improve long-term livelihoods while preserving the environment. At Bethel, the Project assisted the coop to end the illegal logging by involving CONAP and other local institutions in protecting the area. Technical assistance in agro-forestry and business management was provided, and the coop prepared and started implementation of its own forestry management plan. Training in alternative income-generating options (wood/stone carving, hammock and basket weaving) was especially beneficial to the women cooperative members. The Project has also been assisting the community to build an eco-tourism center. In December 1992, the first group of eco-tourists (16 German and 6 tour company representatives) visited Bethel, generating income from lodging and services. For Don Prospero and his community there is now a renewed sense of hope in their economic and environmental future.

I.(4).C Monitoring and Evaluation Status/Plans: The SO Team, with outside technical assistance, has designed a draft monitoring and evaluation system for the SO. The CNRM Project design will finalize this new M&E system in FY 1993, consolidating data and analyses for the entire Strategic Objective. In the meantime, the Maya Biosphere Project M&E system, which will link to the overall SO system, has collected essential baseline data at the program output level. Implementing PVOs, CARE and Conservation International (CI), have already conducted rural appraisals and case studies in establishing gender disaggregated baseline data for target user groups. They will follow-up with semi-annual progress measurements. CI will also conduct an economic/financial analysis of alternative, environmentally-sound economic activities in the Maya Reserve. At the SO indicator level, the Project will analyze satellite images of the Reserve area in 1993 to measure the baseline 1992 forested area. We also plan a process evaluation of the Maya Biosphere Project targeted on the institutional problems of CONAP and effective resolutions. Finally, The HAD Project will conduct an end-of-project evaluation to measure progress in achieving performance and program output indicators.

I.(4).D Regional Activities and Coordination: The Mission has closely coordinated with ROCAP and its regional environmental project (RENARM) in implementing its natural resource management program. Through this cooperative relationship, the HAD Project

accessed training and technical assistance in integrated pest management research and implementation. For their part, HAD project personnel conducted presentations on pesticide safety and use in ROCAP-sponsored seminars. ROCAP and HAD personnel also worked together on upland firewood production issues. Under the Maya Biosphere Project, RENARM has provided two forestry experts to research and advise on forestry concession strategies. These consultants have also provided technical assistance to CONAP's advisory council on key forestry issues. Additionally, RENARM funding has provided technical assistance to CARE in implementing its environmental education component.

TABLE 1.4: STRATEGIC OBJECTIVE PERFORMANCE

Guatemala					
STRATEGIC OBJECTIVE NO. 4 Improved Management of Natural Resource Base					
Indicator: Declining rate of deforestation in Maya Biosphere (historical trends)					
Unit:	Percentage of remaining forested land	Year	Planned	Actual	
Source:	Maya Biosphere Project funded satellite photographs/contracted analyses	1992		TBD	
Comments:	Given historical trends of deforestation in the Maya Biosphere -- and without the interventions of the Maya Biosphere Project -- % of remaining forested land area is projected as follows: 1992 -- 39% (14,000 kms ²) 1994 -- 30% (11,000 kms ²) 1996 -- 22% (8,000 kms ²) 1998 -- 12% (4,500 kms ²) Note: In 1960, 99% of the land mass (35,000 kms ²) was forested. With project intervention we plan to slow down this accelerating rate of deforestation -- targets in table. Satellite measurements will be conducted once every 2 years.	1993	---	---	
		1994	39	***	
		1995	---	---	
		1996	35	***	
		1997	---	---	
		Target		1998	30

*** Actual data will be available

Indicator: Land under improved natural resource management practices in highlands areas					
Unit: Hectares	Year	Planned	Actual		
<p>Source: Highland Agricultural Development Project (HAD) data collection surveys and end-of-project evaluation</p> <p>Comments: The HAD Project is the sole contributor to this strategic performance indicator. Data in table is calculated through PACD 9/93.</p> <p>- Total amount of highland area under cultivation = 1.3 million hectares.</p> <p>- When the Community Natural Resource Management Project is designed in FY'93, new targets will be established for the 1994 period and beyond based on data collected under the Project.</p>	Baseline	---	22,719		
	1991	---	24,699		
	1992	23,000	---		
	1993	26,500	---		
	1994	---	---		
	1995	TBD	---		
	1996	TBD	---		
Target	1997	TBD	---		

*** Actual data will be available

PROGRAM OUTPUT NO. 4.1 Increased use of improved natural resource management (NRM) practices					
Indicator: Targeted user groups applying improved NRM practices					
Unit: Percentage	Year	Planned	Actual	Year	Actual
A. Source: End-of-project evaluation -- Highlands Agricultural Development Project (520-3274) (HAD)	Baseline	75.0	86.7	1992	
	Target	95.0	***	1993	
Comments: This data represents measurements of progress made under the HAD Project. Last data collection will be done prior to PACD (9/93). Targeted user groups are defined as local communities which are participating in the Project's NRM activities. Improved NRM practices in the highlands are defined as agro-forestry, nursery development, pesticide management, and water and soil conservation activities.				Year	Actual
	Baseline	---	0	1992	
		5	***	1993	
		10	***	1994	
		15	***	1995	
		20	***	1996	
	Target	30	***	1997	
B. Source: Maya Biosphere Project (520-0395) data				Year	Actual
	Baseline	---	0	1993	
		5	***	1994	
		10	***	1995	
		15	***	1996	
		20	***	1997	
	Target	25	***	1998	
C. Source: Maya Biosphere Project (520-0395) data				Year	Actual
	Baseline	---	0	1993	
		5	***	1994	
		10	***	1995	
		15	***	1996	
		20	***	1997	
	Target	25	***	1998	
Comments: Data reflects chicleiros and xateros using improved harvesting techniques promoted by the Maya Biosphere Project.				Year	Actual
	Baseline	---	0	1993	
		5	***	1994	
		10	***	1995	
		15	***	1996	
		20	***	1997	
	Target	25	***	1998	

*** Actual data will be available

PROGRAM OUTPUT NO. 4.2 Financially-viable and effective public institution managing the Maya Biosphere Reserve					
Indicator: CONAP budget from GOG sources					
Unit: Percentage		Year	Planned	Actual	
Source: Maya Biosphere Project reports and GOG budget figures and Project officer monitoring	Baseline	1992		65	
		1993	65	***	
Comments: CONAP was created in 1989 with no budgetary support from the GOG. The total CONAP budget executed in FY 1992 was approximately \$1.0 million.		1994	70	***	
		1995	75	***	
		1996	80	***	
	Target	1997	85	***	
PROGRAM OUTPUT NO. 4.3 More effective natural resource management policy environment					
Indicator: TBD					
Unit: TBD		Year	Planned	Actual	
Source: TBD Comments: Indicator to be developed during design and start-up of new community Natural Resources Project (520-0404) to reflect progress in creating and applying incentives for local community management of natural resources and improving legislation and institutions leading to more effective NRM.	Baseline	1993	-----	TBD	
		1994	TBD	***	
		1995	TBD	***	
		1996	TBD	***	
	Target	1997	TBD	***	

*** Actual data will be available

TABLE 2.4: STRATEGIC OBJECTIVE PROGRAM "TREE"

Guatemala
Bureau Objective: Support the achievement of broadly-based, sustainable economic growth
Bureau Sub-objective: Encourage preservation and sustainable use of the natural resource base
STRATEGIC OBJECTIVE NO. 4: Improved Management of the Natural Resource Base

PROGRAM OUTPUT NO. 4.1 Increased use of improved natural resource management practices in project areas	PROGRAM OUTPUT NO. 4.2 Financially-viable and effective public institution managing the Maya Reserve	PROGRAM OUTPUT NO. 4.3 More effective natural resource management policy environment
---	--	--

Projects (Number/Title)	Projects (Number/Title)	Projects (Number/Title)
520-0395 Maya Biosphere	520-0395 Maya Biosphere	520-0395 Maya Biosphere
520-0274 Highland Agricultural Development		520-0404 Community Natural Resource Management
520-0404 Community Natural Resource Management		596-0150 RENARM
596-0150 RENARM		
598-0782 Parks-in-Peril		
598-0780 Envir Support		
936-5554 Biodiversity Support		

SECTION I.5: SUSTAINED EXERCISE OF INALIENABLE RIGHTS

I.(5).A Refinements/Changes in Strategic Objective/Program Outputs: While the Strategic Objective, performance indicators, and program outputs remain the same, there have been important adjustments to the program output indicators. As the Mission acquired more experience in the use of the Strategic Objective as a negotiating framework with counterparts and for making funding/program content decisions, three major conclusions have emerged to guide and enrich the strategic process:

- In an emerging democracy all institutional processes are not equally strong and dynamic, and thus do not contribute on an equal footing to the exercise of individual rights. While the rights identified in the Program Objectives Document (POD) approved by LAC in March 1992 continue to be the principal focus of the Strategic Objective, a process of selection has occurred with regard to those institutions which have the potential to make the greatest contribution. This selective and flexible focusing of resources is guided by the Mission's decision (elaborated in the POD) to support activities only after Guatemalan institutions/leaders have made a firm commitment by initiating the concept and providing significant counterpart resources. Application of this criterion has increased the likelihood that project-level activities will result in measurable impact at the program output/strategic-levels.
- There will continue to be a contrast between the importance of the policy agenda and the limited absorptive capability of local institutions to implement this agenda. Each institution with which the Mission works is relevant to major US foreign policy objectives for Guatemala. In contrast, these democratic institutions, most of them recently established or resuscitated after 1985, are weak. Therefore, development of our policy agenda and support for institutions will go hand in hand. The Country Team Working Group plays a key role in the coordination of this delicate balance.
- While clear progress under this Strategic Objective in Guatemala may only be perceivable over the long-term, assessment and updating of the Mission strategy must be ongoing. This need for continuous re-assessment is a result of the political nature of democratic institutions and their excessive vulnerability to the daily changes in the country's political climate.

The end result of these three principles is that, by the time of this Action Plan, the program output indicators have been reduced from fifteen to six, and the number of project activities supported has been focussed commensurately.

I.(5).B Strategic Objective Performance: As a result of the process described above, the Strategic Objective now guides all elements of the Mission's portfolio which relate to democratic development. While it is not possible to specify progress toward the Strategic Objective at this time (the baseline for the performance indicators will only be established

6/93), significant progress has been made in shaping the portfolio so that it is now positioned to make measurable progress under each program output and the respective output indicators.

- Public and Private Sector Leadership Development: Efforts under the Guatemalan Peace Scholarship Project and the Center for National Stability (ESTNA) support the development of local, sectorally-based leaders in Guatemala with democratic values and practices. During the development of the Strategic Objective it was determined that the absence of local leaders was a major constraint to Guatemala's democratic development. Table 1.5 addresses the difficulties with developing an output indicator for leadership training.

Centro ESTNA initiated its third eight-month seminar which fosters civilian-military dialogue. A major concern with Centro ESTNA had been its ability to sustain this course with Guatemala-generated resources. The portion of the seminar budget funded by A.I.D. has now dropped to 30% and will diminish to zero over the next four years as local private and public sector support increases. Sectoral representatives to the seminar are now of a much higher level, reflecting its enhanced prestige.

The Guatemalan Peace Scholarship Project (GPS) provided short-term training for 389 participants and long-term training for 57 participants during the past year. In-country follow-on training started for over 265 returned participants. Noteworthy is the regional impact observed as participants from a variety of sectors from targeted geographic areas initiate follow-on activities based on the sharing of applied leadership and technical skills with peers. The true impact of this "cluster" strategy across sectors and based on municipal leadership, will be apparent throughout the Action Plan period as in-country follow-on training encourages a multiplier effect among returnees and their communities. The Special Project Assistance Fund represents an important complement to the training and community development focus of Mission efforts under this and other SOs by providing community leaders a mechanism to address local problems in a cost-effective manner.

- Justice Sector Reform: Extensive progress was made against the policy agenda for this sector with no major ongoing project and the use of limited resources. The Congress passed the Criminal Procedures Code in September 1992, setting in motion a major reform of the criminal justice system in Guatemala. The final draft, prepared by a Guatemalan lawyer contracted by the Mission, includes the three major benchmarks the Mission is now using as indicators under this program output: oral trial proceedings, public legal defenders program, and improved investigative and prosecutorial functions. Another major achievement was the final drafting in committee and open debate of the new organic law for the Public Ministry (set for approval by the Congress in early 1993). In addition, in September the Congress passed major narcotics legislation, again drafted by a Guatemalan lawyer contracted by the Mission. The impact of this legislation will be dependent on the sector's ability (with A.I.D. assistance) to fully implement the new Criminal Procedures Code.

Agronomy Technician Jorge Andres de Leon Alvarado, an Agricultural Extensionist with the Direccion General de Servicios Agricolas - DIGESA in San Andres Sajcaba, department of El Quiche - received training in Integrated Pest Management and agricultural extension strategies under the Guatemala Peace Scholarship Project. His training has had immediate impact as he puts into practice what he learned in Arizona.

"I am now putting into practice part of the training received in Arizona to provide the groups of farmers with whom I work with new information which they can easily use. I have also begun to work on my own individual project plan developed in Arizona which involves the incorporation of organic material to improve soil quality by constructing open air composting which uses readily available organic material. This project was originally programmed to begin in September, 1992, but we began the project in the second half of July since the small farmers with whom I work were very interested in it. We will be working an area of 3.812 hectares with (green fertilizers) specifically cultivating the bean variety Terciopelo, and will divide this area in different parcels. We have also started constructing open air compost piles and have begun giving organized training seminars regarding the use, management and care of equipment (aspersion) such as backpack sprayers including dosage measurement and calibration. I believe that our training program in the United States has resulted in actual application of new techniques with our organized groups of farmers in an effort to help them improve their soils and to minimize their production expenses."

The Judicial Branch made important progress consolidating systems for which the groundwork was laid under prior A.I.D. assistance in areas such as information management, administration and planning. These studies and systems played a key role when the new President of the Supreme Court requested, and received, a \$20 million budget increase for 1992 to support the reform process. In addition, a Limited Scope Grant Agreement with the Public Ministry supports training of prosecutors and institutional strengthening activities, again related to criminal procedures reforms.

The Mission is currently designing the Justice Sector Reform Project which will provide assistance to a series of institutions in preparation for the full implementation of the reform established by law for December 1993. Under this Project, the Mission will also examine options for promoting private sector advocacy for improved administration of justice. The Mission will obligate \$5 million in FY 1992 ESF this Fiscal Year. It is expected that an additional \$3 million in ESF will be required in FY 1995 to continue and expand our support to judicial reform in Guatemala. The only real setback related to the judicial reform process was the decision by the President of the Supreme Court not to sign a limited scope grant agreement to support the reform process. As described in the NPD included in this Action Plan, we have modified our initial strategy to include other key players in the sector, including the Public Ministry.

- Improved Tracking of Human Rights Violations: During this Action Plan period, progress was made to the extent that the Office of the Human Rights Ombudsman (OHRO) carried out an assessment of its MIS and discovered that, while its overall statistics on human rights violations are in place, their ability to track specific cases through the justice system is non-existent. The OHRO requested permission from the Mission to utilize project funds to contract technical assistance in 1993 to design the

case tracking system for its use in a computer system purchased for them by the European Economic Community.

- **Public Awareness in Civic Education and Human Rights:** The OHRO carried out over 400 local level courses during this period, for groups including the military, the churches, labor unions, teachers, community organizations, etc. This experience has allowed them to better focus their education programs for the future. A.I.D. assistance will be mainly targeted to develop courses and training materials for Mayan language and non-literate/semi-literate groups, in addition to an evaluation system. Under GPS a civic education program is now being designed with the Supreme Electoral Tribune for its 300 municipal delegates and sub-delegates to serve as non-formal trainers during those periods when there are neither national nor municipal elections.
- **Strengthened Legislative Capacity:** A Limited Scope Agreement was signed with the Guatemalan Congress, focusing on the improved functioning of five major commissions. The Congress proposed and approved this assistance mechanism to these commissions because during 1992 all five had drafted, analyzed, and proposed to the plenary major legislation (in many cases assisted by the Mission). The Congress' recognition of its own serious limitations (such as lack of continuity of leadership and intense internal political divisions) and its efforts to develop the committee system with A.I.D. assistance are considered a major breakthrough.

I.(5).C Monitoring and Evaluation Status and Plans: The Strategic Objective Team has made real progress toward development of a monitoring and evaluation system for this Strategic Objective (Democratic Indicators Monitoring System - DIMS). The process of identification of the three key performance indicators guided the design and contracting of the DIMS. The baseline for the system will be established by June 1993 based on a nationwide opinion survey. Targets for progress against the indicators will be set by September 1993, and the survey will be repeated every two years. In addition to the opinion survey, the DIMS will include surveying of target groups of direct beneficiaries of certain Mission projects. The objective of this activity is to examine issues of attribution, or to what extent there appear to be linkages between progress on democratic values and practices in Guatemala and the kinds of activities A.I.D. is supporting. Guided by the program outputs and output indicators, an evaluation plan for project activities under the Strategic Objective has been developed. The major evaluations (Democratic Institutions and GPS) will take place in late 1993-early 1994. As specified in Table 2, there are key information and monitoring systems in the Congress, the OHRO, the Public Ministry, and the Courts which will also provide information for this Strategic Objective's monitoring and evaluation system.

I.(5).D Regional Coordination: The Mission will continue to make every effort to guarantee that regional projects which include funding for Guatemala contribute to the policy framework established by the Country Team Working Group on Democratic Development. Progress to this end has been noteworthy with ILANUD under the Regional Administration of Justice Project in support of the Criminal Procedures Reform. In the case of the PDD and the Consortium for Legislative Development, the Mission has stressed the importance of the bilateral policy framework as the agenda that should guide regional activities.

TABLE 1.5: STRATEGIC OBJECTIVE PERFORMANCE

Guatemala					
STRATEGIC OBJECTIVE NO. 5 Sustained Exercise of Inalienable Rights					
Indicator: Due process under the law					
Unit: Percentage of favorable ratings (DIMS) on access to due process	Year	Planned	Actual		
Source: Democratic Indicators Monitoring System (DIMS)	1993	---	TBD		
Comments: Baseline will be established 6/93 with completion of the first DIMS public opinion survey and analysis. Target will be established by 9/93 for inclusion in next year's action plan. - The DIMS will be the first valid nationwide public opinion survey on democracy. Major issues surrounding the survey include: 1) Translation of concepts into Mayan languages 2) Identification of Mayan populations with the Guatemalan national polity.	1994	TBD	---		
	1995	TBD	***		
	1996	TBD	---		
	Target	1997	TBD	***	

*** Actual data will be available

Indicator: Individual free expression and participation					
Unit: Percentage of positive ratings in DIMS		Year	Planned	Actual	
Source: DIMS	Baseline	1993	---	TBD	
<p>Comments: Baseline will be established 6/93 with completion of the first DIMS public opinion survey and analysis. Target will be established by 9/93 for inclusion in next year's action plan.</p> <p>- The DIMS will be the first valid nationwide public opinion survey on democracy. Major issues surrounding the survey include: 1) Translation of concepts into Mayan languages 2) Identification of Mayan populations with the Guatemalan national polity.</p>		1994	TBD	---	
		1995	TBD	***	
		1996	TBD	---	
	Target	1997	TBD	***	
Indicator: Public confidence in governing officials and institutions					
Unit: Percentage of positive responses in DIMS		Year	Planned	Actual	
Source: DIMS	Baseline	1993	---	TBD	
<p>Comments: Baseline will be established 6/93 with completion of the first DIMS public opinion survey and analysis. Target will be established by 9/93 for inclusion in next year's action plan.</p> <p>- The DIMS will be the first valid nationwide public opinion survey on democracy. Major issues surrounding the survey include: 1) Translation of concepts into Mayan languages 2) Identification of Mayan populations with the Guatemalan national polity.</p>		1994	TBD	---	
		1995	TBD	***	
		1996	TBD	---	
	Target	1997	TBD	***	

*** Actual data will be available

PROGRAM OUTPUT NO. 5.1 Public and private sector leadership development					
Indicator: Percentage of target groups (GPS, ESTNA, Congress) scoring higher on DIMS than general population					
Unit: Percentage		Year	Planned	Actual	
Source: DIMS	Baseline	1993	-----	TBD	
Comments: This indicator is still evolving. The target group poll, that will be conducted under the DIMS, will be aimed at beneficiaries of Mission training and technical assistance. We hope to demonstrate a relationship/linkage between this assistance and deepening of the democratic process in Guatemala.		1994	TBD	---	
		1995	TBD	***	
		1996	TBD	---	
	Target	1997	TBD	***	
PROGRAM OUTPUT NO. 5.2 Judicial sector reform support					
Indicator: Coverage oral trial proceedings					
Unit: Percentage		Year	Planned	Actual	
Source: Court MIS	Baseline	1993	-----	0	
Comments: Recent passage of a reformed criminal procedures code (CPC) opens judicial system for oral trial proceedings. - Based on the CPC, Mission is designing a Justice Sector Reform Support Project. NPD reflects the relationship of program output indicators to S.O.		1994	TBD	***	
		1995	TBD	***	
		1996	TBD	***	
	Target	1997	TBD	***	

*** Actual data will be available

Indicator: Prosecutors/investigators using improved techniques					
Unit: Percentage		Year	Planned	Actual	
Source: Public Ministry	Baseline	1993	---	0	
<p>Comments: The new CPC enhances role of prosecution/ investigation. Proposed new organic law for Public Ministry (due to be approved early 1993) empowers the Public Ministry with these functions.</p> <p>- Judicial Sector Reform Project design will focus on the role of Public Ministry in implementing both laws. Design will clearly relate program output indicator to performance level indicator.</p>		1994	TBD	***	
		1995	TBD	***	
		1996	TBD	***	
	Target	1997	TBD	***	
Indicator: Coverage legal defenders program nationwide					
Unit: Percentage		Year	Planned	Actual	
Source: Court MIS	Baseline	1993	---	0	
<p>Comments: There is no legal defense system in place. It is a requirement under the new CPC as is simultaneous translation of court proceeding into Mayan languages.</p> <p>- Under the new Judicial Sector Reform Project, it is probable that work will be done with law faculties and the Bar Association in the design of a defense program. They will coordinate with Court for implementation of public legal defense system.</p>		1994	TBD	***	
		1995	TBD	***	
		1996	TBD	***	
	Target	1997	TBD	***	

*** Actual data will be available

PROGRAM OUTPUT NO. 5.3 Tracking System for Human Rights Violations				
Indicator: Human Rights (NR) cases with follow-up actions, (based on total number of HR cases in system)				
Unit: Percentage	Year	Planned	Actual	
Source: Office of the Human Rights Ombudsman (OHRO) tracking system	1990	---	1780	Baseline
<p>Comments: To date, absolute numbers of complaints in tracking system has been used as an indicator of both an opening in the political system (freedom/willingness to file a complaint) and of the outreach capability of the OHRO, directly supported by A.I.D. An increase in actual complaints in 1992 was considered an indicator of progress to date, as an improved environment and the establishment of OHRO departmental offices allowed for greater confidence in reporting violations. Note that this number includes reports filed during a given year, although a given report may cover an alleged violation occurring as many as ten or fifteen years before.</p> <p>- As of 9/93, the OHRO will have in place a tracking system for human rights violations that will follow complaints through the legal system. This information will form the new baseline as of 1993. This new indicator will rely on the numbers of cases that receive any follow-up actions: from initial investigation and filing to legal resolution.</p>	1991	N/A	6,295	
	1992	2,000	N/A	
	1993	---	TBD	
	1994	TBD	***	
	1995	TBD	***	
	1996	TBD	***	
	1997	TBD	***	
Target				

*** Actual data will be available

TABLE 2.5: STRATEGIC OBJECTIVE PROGRAM "TREE"

Guatemala
Bureau Objective: Support the evolution of stable, participatory democratic societies
Bureau Sub-objective: Encourage the strengthening of competent, civilian government institutions that will merit public confidence, diminish the concentration of political power, and foster public participation
STRATEGIC OBJECTIVE NO. 5 Sustained Exercise of Inalienable Rights

PROGRAM OUTPUT NO. 5.1 Public and private sector leadership development	PROGRAM OUTPUT NO. 5.2 Judicial sector reform support	PROGRAM OUTPUT NO. 5.3 Tracking system for human rights violations
--	--	---

Projects (Number\Title)	Projects (Number\Title)	Projects (Number\Title)
520-0393 Guatemalan Peace Scholarships	520-0407 Justice Sector Reform	520-0398 Democratic Institutions
520-0383 Small Project Assistance Fund	597-0002 Regional Administration of Justice	
520-0398 Democratic Institutions		

PROGRAM OUTPUT NO. 5.4 Public awareness in civic education and human rights	PROGRAM OUTPUT NO. 5.5 Strengthened legislative capacity
--	---

Projects (Number\Title)	Projects (Number\Title)
520-0398 Democratic Institutions	520-0398 Democratic Institutions

SECTION I.6: MONITORING AND EVALUATION

The Mission made substantial progress over the last year in developing and refining its Monitoring and Evaluation (M&E) plans as evidenced in the individual SO presentations. The cross-mission teams, one for each strategic objective, have redefined some of the objective trees and indicators used to measure progress towards achievement of the strategic objectives. In addition, the Mission's M&E Team, comprised of each of the Strategic Objective Team (SOT) leaders, the Director and Deputy Director, has provided oversight and coordination of the Mission's M&E activities.

A visit by a MSI/CDIE team in November gave the Mission an opportunity to review the M&E plans for each of the Mission's objectives and to make refinements as appropriate based on clarification of the Program Performance Assessment System (PPAS) guidelines. The objective trees presented under each SO represent the most realistic statement of what the Mission can expect to accomplish in each sector given current and projected resource levels, the policy environment and opportunities for development impact.

1. Strategic and Program Level Indicators

As indicated in last year's Action Plan, the selection of the quantifiable indicators at both the strategic objective and program outcome level are based on sectoral analyses which have been developed by each office responsible for project design. Several indicators appearing in last year's Action Plan have been revised either to provide greater focus to the objective or output being measured, to reduce the indicators to a manageable number for tracking and reporting purposes, to reflect accurately the level of impact being measured, or to gauge people-level and gender-disaggregated impact.

Tables 1 and 2 of the SO presentations in the Action Plan depict the new indicators. There are a number of performance and program output indicators that have been defined, but the magnitude and annual targets remain to be determined (TBD). The numerical values for these indicators are expected to be finalized by end of the third quarter of FY 93 and will be provided to AID/W.

Baseline data, benchmarks and targets have been or are currently being established for many of the performance and program outcome indicators. The data will derive principally from a baseline study under each of the SOs, such as the Demographic Health Survey for the Smaller, Healthier Family objective.

2. Project Level Evaluation and Monitoring

The SO Teams (SOT) have carefully analyzed each project in the Mission's portfolio to determine whether and how it contributes to a strategic objective. This portfolio alignment by objective has been completed and a summary presentation is provided in the Strategic Objective/Activity Matrix. Each SOT has been or is currently conforming the project outputs and End-Of-Project Indicators (EOPS) of all projects to the relevant objective tree. Progress in this exercise was analyzed during the Mission's last SAR review. It is expected

PROGRAM OUTPUT NO. 5.4 Public awareness in civic education and human rights				
Indicator: Education/awareness activities in human rights among Mayan language groups				
Unit: Percentage of total	Year	Planned	Actual	
Source: OHRO reports/records	1993	---	TBD	
Comments: A.I.D. assistance has been instrumental in expansion of OHRO's education focus nationwide. This new indicator will be effective as of mid-1993. Rationale for this indicator is to measure participation of the most disenfranchised group in rural Guatemala, the Mayan population. Mission considers that as these groups feel part of the national polity, this indicator will reflect an opening/deepening of the democratic system. Also, these populations have been victims of the majority of human rights abuses.	1994	TBD	***	
	1995	TBD	***	
	1996	TBD	***	
	Target	TBD	***	

*** Actual data will be available

PROGRAM OUTPUT NO. 5.5 Strengthened legislative capacity					
Indicator: Percentage of laws presented to plenary with professional/technical assistance in key areas through the technical assistance unit:					
<ul style="list-style-type: none"> - Social Sectors - Budget/Finance - Legal/Constitutional - Energy and Mining - Natural Resources 					
Unit: Percentage	Baseline	Year	Planned	Actual	
Source: Congress MIS		1992	0	0	
Comments: During 1992, the Congress passed major legislation in key areas: fiscal administration, narcotics, labor, criminal procedures code, etc. This was a significant change over 1991 where no major legislation was passed. The Mission was intimately involved in assisting most of the above mentioned legislation, as they dealt with issues directly linked to US foreign policy goals for Guatemala.		1993	10		
		1994	15		***
		1995	20		***
		1996	25		***
		1997	30		***
<ul style="list-style-type: none"> - Starting in 1993 the indicator will measure the percentage of legislation that is drafted by key Congressional committees with professional technical assistance, an indicator of institutional strengthening. 					

*** Actual data will be available

that all project outputs and EOPS as appropriate will be aligned by the 3/31/93 SAR review. In some instances, the EOPS will be revised to measure impact rather than project-level outputs. New projects initiatives will conform to this strategic framework. The Mission appreciates the increased clarity provided in the Action Plan guidance (p.2) in relating the project logframe to the strategic objective framework.

The Mission's Monitoring and Evaluation Plan submitted in the Mission's recent SAR report was also reviewed to eliminate unnecessary evaluations and to ensure a close linkage to the M&E plans for each strategic objective. Several impact evaluations of key projects are planned for execution over the next two years as indicated in the M&E plan.

3. Implementation

The SO teams are responsible for ensuring that the monitoring and evaluation plan for each SO is implemented. This includes tracking the implementation of project evaluations related to a given objective. A "flagship" project has been selected for each objective to facilitate the monitoring and evaluation program. The designated "flagship" project of each SO will finance the bulk of the M&E activities and provide the necessary technical direction and support. Impact evaluations have or soon will be incorporated into the design of these "flagship" projects.

Performance in achieving programmatic impact by objective is reviewed semi-annually at the SAR reviews based on a report prepared by the SO team leader. In addition to reporting on progress related to the performance indicators, this report also covers progress towards implementation of the SO's policy agenda, specific project contributions to accomplishment of the SO, and any significant problems encountered or anticipated in achieving the SO.

4. Work in Progress

The major focus for the SO teams and the Mission's M&E team during the coming year is finalizing how the data for tracking the performance and program output indicators is to be gathered and analyzed. In addition, the Mission anticipates establishing a corporate database that will function as an integrated and unified mechanism to improve the quality and directional foci of the Mission's programs. The corporate database may incorporate a desktop Geographic Information System (GIS) to facilitate data analysis and presentation. The design and feasibility of this corporate database will be explored in the second quarter of FY 1993.

Table 3: USAID/GUATEMALA PORTFOLIO -- PROJECT TIMELINE

STRATEGIC OBJECTIVE PROJECT NUMBER/TITLE	FY92				FY93				FY94				FY95				FY96				FY97							
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4				
1. INCREASED PRIVATE INVESTMENT AND TRADE																												
520-0332 Farm to Market Rds	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
520-0341 Private Enterprise Dev	---	---	---	---	---	---	---	---	X	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
520-0381 Small Farmer Coffee	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
520-0403 Trade Policy and Prom	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
SUBTOTAL (PROJECTS END OF FY)				3				4				3				2				2				2				0
2. SMALLER, HEALTHIER FAMILIES																												
520-0288 Expansion Fmly Ping	---	---	---	X	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
520-0339 Immun & Oral Rehyd	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
520-0357 Family Health Services	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
520-0399 Highlands Water	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
520-0408 CARE Water	---	---	---	---	---	---	---	X	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
520-???? Fmly Health Services II	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
SUBTOTAL (PROJECTS END OF FY)				4				3				3				2				2				2				1

SECTION II: NEW INITIATIVES

In FY 1993, the Mission will authorize and obligate four new projects: Trade Policy and Promotion (520-0403), Community Natural Resources Management (520-0404), Judicial Sector Reform Support (520-0407), and Street Kids Support (520-0412). New Project Descriptions (and in the case of the Trade Program, a Concept Paper) have already been approved for the first two projects by LAC. In both cases, update cables have been or will be sent to Washington prior to authorization. NPDs for the latter two projects are included in this Action Plan.

In addition to these new starts, an NPD for the Amendment of the Basic Education Strengthening Project (520-0274) is included in this Action Plan, requesting that LAC delegate to the Mission authority to extend the PACD to ten years. During FY 1993, the Mission will also amend the Immunization and ORT Project (520-0339) and extend the PACD (the NPD was approved in last year's Action Plan), and we anticipate amending the Maya Biosphere Project (520-0395) within the next two years, putting additional resources into the Project's NGO component and extending the PACD. An NPD outlining this amendment will be included in next year's Action Plan.

We also anticipate extending the Guatemala Peace Scholarship Project (520-0393) beyond its current PACD to continue to support development and leadership training priorities relative to our strategic objectives. Table 3 reflects these anticipated PACD extensions. The PACD of the Democratic Institutions Project (520-0398) has already been extended to September 1997. However, at this time only one component (OHRO non-formal education) is scheduled to continue beyond 1995. The Mission does anticipate amending this Project in FY 1995 (within the current authorized LOP funding level) to expand its support to the Guatemalan Congress and, possibly, to support the 1995 Presidential elections.

Additionally, given the direction our Program is taking, Table 3 lists new starts in FY 1996/ FY 1997 in the areas of Family Health, Natural Resources Management, and Democracy Strengthening. This is consistent with the Mission's approved Program Objectives Document, which outlines our intent to phase-out the Trade and Investment and Primary Education Strategic Objectives.

As can be seen in Table 3, the Mission's efforts to focus and concentrate will continue throughout the POD/AP period. Our portfolio has already been reduced from 32 active projects at the end of FY 1991 to 25 at the end of FY 1992 (including 3 that are currently active only to permit close-out audits). The concentration of our portfolio is best reflected by the Mission's intent to terminate nearly all "other" projects by the end of FY 1994. At that point, we will be closing out the Rural Electrification and Development Training and Support Projects. The only "other" projects that will continue beyond FY 1995 will be the "target of opportunity" Street Kids Support Project (520-0412) and the ongoing Special Development Fund (520-0145).

PROJECT NUMBER/TITLE	FY92				FY93				FY94				FY95				FY96				FY97							
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4				
6. OTHER PROJECTS																												
520-0145 Special Dev Fund																												
520-0286 Cooperative Strength												X																
520-0304 Altiplano Higher Ed									X																			
520-0343 Pilot Comm Land Mkts												X																
520-0353 Rural Electrification																X												
520-0363 Agric Prod & Mktg																												
520-0371 Fiscal Admin											X																	
520-0377 Microbusiness Promot				X																								
520-0380 Entrepreneurial Dev								X																				
520-0384 Devel Trng																X												
520-0409 Child in Need												X																
520-0412 Street Kids Spt																												
SUBTOTAL (PROJECTS END OF FY)				10				8				4				2				2				2				2
TOTAL (PROJECTS END OF FY)				25				21				16				12				12				12				7

NEW PROJECT DESCRIPTION

(FY 1993 New Start)

LAC BUREAU OBJECTIVE: Support the Evolution of Stable Democratic Societies

LAC BUREAU SUB-OBJECTIVE: Encourage the strengthening of competent, civilian government institutions that will merit public confidence, diminish the concentration of political power, and foster public participation.

MISSION STRATEGIC OBJECTIVE: Sustained Exercise of Inalienable Rights

PROJECT TITLE: Judicial Sector Reform Support

PROJECT NUMBER: 520-0407

FUNDING (\$000): FY 1993 5,000 FY 1995 3,000 LOP 8,000

TYPE OF FUNDING: ESF

A. CONSISTENCY OF PROJECT WITH MISSION STRATEGY: The Project goal is to support the citizen's right to due process under the law in Guatemala. Achievement of this goal will be measured in terms of (1) people's attitudes regarding their access to fair and equitable judicial processes; and (2) judicial case tracking which documents the basic elements of due process, such as appropriate investigation, open and oral hearings, and adequate defense.

The purpose of this project is to support the reform of the Guatemalan criminal justice system. Accomplishment of this purpose assumes continuing political will for implementing the recently-approved Criminal Procedures Code. Progress in achieving the project purpose will be measured in terms of the percentage of implementation of oral trial proceedings nationwide, percentage of coverage of the public defenders program, and percentage of utilization of improved prosecutorial and investigative techniques by trained sector personnel.

B. RELATIONSHIP TO A.I.D. AND OTHER DONOR ACTIVITIES: Justice sector reform support is one of five major program outputs under the Mission's Strategic Objective for democracy, and in addition it clearly supports a second program output: Tracking system for human rights violations. Attitudes toward access to due process are known to be critical to the citizen's view of governance and government in society, thus this output is closely related to the consolidation of democratic attitudes and practices. While there have been numerous expressions of interest on the part of other donors to support this sector, assistance so far (from Chile, Spain, Germany, Venezuela, ICITAP, etc.) has been directed to the police function. All large-scale sector assistance to the sector has been funded through A.I.D., either bilaterally or regionally (ILANUD).

C. RELATIONSHIP OF PROJECT TO OVERALL A.I.D. POLICY OBJECTIVES: Strengthening of the rule of law and elimination of human rights violations -- a continuing serious problem in Guatemala -- are fundamental objectives of the U.S. foreign policy.

These objectives cannot be accomplished until Guatemala's historically very weak Judicial System is greatly strengthened. It has determined that these objectives will be pursued by the joint USAID/Embassy Country Team, inter alia, based on policy dialogue with top level public and private sector opinion leaders.

Resulting from this dialogue, and supporting technical assistance, were the passage during FY 92 of the new Criminal Procedures Code and the strengthened Narcotics Law. The first of these had been set forth as conditionality if the Mission were to renew its support for the justice sector. This Project builds on the achievement of this major policy benchmark and establishes a new set of benchmarks to be achieved as the legislation is implemented.

D. PROJECT DESCRIPTION: The Project will be designed originally as a \$5 million, four-year initiative. It is expected, however, that if performance of Justice Sector counterparts and the implementation of sectoral reforms are satisfactory, an additional \$3 million in ESF will be requested for the Project in FY 1995. The initial design will focus on the three major functions that are critical to the successful implementation of the new Criminal Procedures Code. This Project will support the design and strengthening of these functions:

Investigative and prosecutorial function: Project funds will support training, technical assistance and educational materials for the following activities:

- drafting of implementing regulations for the legislation;
- establishing internal procedures for hiring, training, and assigning new prosecutors, as well as existing personnel;
- implementation of these new procedures and their decentralization to the departmental level;
- training of prosecutors for their oral prosecution, coordination and management roles under the new code.

Public, Oral Trials: Through assistance to the San Carlos University Law Faculty (which represents the major trainer of legal professionals in Guatemala with a 10,000-member student body), the four law faculties in Guatemala will revamp their training of law students and justice sector personnel for the reform process. The funds will provide technical assistance, training, and learning materials/equipment as the universities adapt their curricula to support the reform. The assistance will facilitate the following activities:

- establishment of a post-graduate program to retrain lawyers, judges, magistrates, and other court personnel;
- establishment of moot court proceedings regulated by the university system as a whole;
- supervision of both post-graduate and undergraduate students to insure that they graduate from the newly-focused training programs fully capable of implementing oral trial proceedings;
- establishment of a performance evaluation system for former students who enter the criminal justice sector.
- development of an information and library network which serves all law faculties on the new criminal procedures process.

Public Defenders Program: Through the San Carlos Law Faculty and the Guatemalan Bar Association, a public defenders program will be designed and established, as set forth in the new Criminal Procedures Code. This process will include design of the program (including the role of the departmental offices), development of manuals, selection and training of public defenders, and introduction of the public defenders program into municipal level courts.

Guatemalan Supreme Court: The Mission continues to hold discussions with the Court aimed at defining areas where A.I.D. financing can support the Judicial Branch's role in the processes described above.

Other Areas of Assistance: In addition, the Mission will examine options for private sector advocacy for improved administration of justice in Guatemala. The Mission recognizes that this is a critical missing element if long-term commitment to the reform is to be sustained. However, private sector mobilization around democratic issues in Guatemala is weak when compared to that of other Latin American countries. Also funding will be provided for relevant studies and analyses as the reform implementation process proceeds and issues arise surrounding it. In addition, targeted support will be provided for training of Justice Sector personnel for their roles in the implementation of the new Narcotics Law.

E. PLANNED IMPLEMENTATION ARRANGEMENTS: The Mission currently has a Limited Scope Grant Agreement (PACD 1/93) with the Public Ministry to support training and technical assistance. With regional funding, ILANUD has worked with the San Carlos Law Faculty over the last year, to develop a judicial information system. This Project will build on the implementation experience of these efforts. Under this Project, separate Handbook 3 agreements will be signed with the Public Ministry and the San Carlos Law Faculty (Institute for Judicial Research). Subsequently a contract will be let for the technical assistance and training to be provided to both institutions. This mechanism is seen as most appropriate because the accounting systems of neither institution is currently certified, nor are they close to satisfying A.I.D. requirements for certification. The Public Ministry has established a revolving fund for training which the Mission reimburses based on 100% review of each voucher. This mechanism may continue with the Public Ministry and is a possible option for training activities with the San Carlos Law Faculty. In addition, the Mission will use project funds to buy into the institutional contract for the Guatemala Peace Scholarship Project (GPS) in order to provide short-term training in the U.S. for Justice Sector personnel considered critical to the reform process. As per GPS guidelines, this training will have a significant in-country follow-on component.

F. SUSTAINABILITY OF PROPOSED ACTIVITIES: The assistance is targeted at the design and consolidation of systems funded with GOG budget resources. The Public Ministry quadrupled its budget in the last two years and has, for the time being, sufficient resources for personnel as well as expansion of its facilities. San Carlos has already set in motion a series of structural changes to adapt to the reform, using its own resources, and has expressed a willingness to continue to provide extensive counterpart. While the Judicial Branch will not be a direct participant, 1992 budget increases in its favor for direct support of the reform process will have a spillover effect on the sustainability of the reformed criminal justice system as a whole.

G. MISSION MANAGEMENT ROLE: The Project will be managed by the Mission's Office of Democratic Development and Training. A full time project-funded USPSC will be hired to monitor and supervise the Project, assisted by a full-time Guatemalan program specialist.

H. POTENTIAL ISSUES AND/OR INNOVATIVE PROGRAM APPROACHES:

- The Mission assumes that FY 1992 carry-over ESF will be made available to be obligated to this Project. When can the Mission expect to have access to these funds?
- The Project will be implemented in an atmosphere of institutional strife and mercurial leadership. Experience has demonstrated that these are permanent characteristics of the sector in Guatemala. How can the Mission best deal with this uncertainty during design and implementation of this Project?
- Every effort must be made with the Public Ministry and with the San Carlos Law Faculty to insist on coordination and sharing of project efforts with other sector institutions (especially the Supreme Court). How will the Mission ensure that project impact is felt throughout the sector?
- Close coordination between AID/W and the Mission is required to ensure that A.I.D. resources, both bilateral and regional, clearly support the U.S. Government's policy agenda for the Justice Sector in Guatemala. What role should/can ILANUD, the PDD, and other regional initiatives play in this Project? How can coordination be systematized?
- As opposed to the NPD submitted in last year's Action Plan, the design of the Project no longer contemplates a cash transfer component with policy-base disbursements. Last year it was expected that a Concept Paper would be reviewed in Washington prior to Program Authorization. Can the Mission proceed with design and authorization of this Project based on standard LAC Delegations of Authority?

NEW PROJECT DESCRIPTION

(FY 1993 New Start)

LAC BUREAU OBJECTIVE: Support the achievement of broadly-based, sustainable economic growth.

LAC BUREAU SUB-OBJECTIVE: Encourage accelerated opportunities for increased participation in the economy by the disadvantaged.

MISSION STRATEGIC OBJECTIVE: Target of Opportunity/Earmark

PROJECT TITLE: Street Kids Support Project

PROJECT NUMBER: 520-0412

FUNDING (\$000): FY 1993 1,500 LOP 3,000

TYPE OF FUNDING: DA (Central A.I.D. funds)

A. **CONSISTENCY OF PROJECT WITH MISSION STRATEGY:** While this Project does not fall within any of the Mission's Strategic Objectives, it will respond directly to Congressional and AID/W desire to provide assistance to children in especially difficult circumstances--that is, those who live in or spend a significant amount of time on the street. Because this problem is so grave in Guatemala, the Mission has identified this intervention as a "Target of Opportunity." A.I.D. financing will concentrate on areas where the Mission has experience and contacts, specifically health and training. The Project will peripherally complement our Smaller, Healthier Families and Basic Education SOs.

B. **RELATIONSHIP TO A.I.D. AND OTHER-DONOR ACTIVITIES:** Many local and international NGOs, funded largely by donations from abroad, are active in providing services to "street children" in Guatemala. UNICEF and CHILDHOPE have been active in completing studies on the extent of the problem. However, coordination of the many small NGO activities is largely non-existent, and the demand for expanded, alternative methods of providing for the basic needs of these children is apparent. This Project will address both of these issues.

C. **RELATIONSHIP OF PROJECT TO OVERALL A.I.D. POLICY OBJECTIVES:** This Project will support the objectives elaborated in the "Worldwide Declaration on the Survival, Protection, and Development of Children" which was partially financed by A.I.D., and to which the Government of Guatemala is a signatory.

D. **PROJECT DESCRIPTION:** The goal of this four-year Project is to improve the living conditions of children in especially difficult circumstances in Guatemala City, and thereby improve their chances for productive integration into society. Progress towards achievement of this goal will be reflected in surveys of both the size and status of the target population and basic needs indicators among the group. The project purpose is to provide services that

respond to the basic human needs of this target group, and to develop alternative models for service delivery. Progress towards achieving this purpose will be measured through specific analyses of health, education/training, and earnings potential indicators among project beneficiaries. The Project will consist of three components: 1) Basic Needs Interventions; 2) Technical Studies and Training; and, 3) Public Awareness and Policy. Activities will be carried out, at least initially, only in the metropolitan area of Guatemala City where the problem is most acute. Local and international NGOs will implement activities targeting children who live permanently on the street (a population of approximately 1,000), and a much larger group of children who spend the majority of time on the street working, begging, stealing, and/or accompanying their parents who work in public places (100,000-200,000). Children from this latter group are at high risk of becoming full-fledged street kids.

Basic Needs Activities: While several existing responses to the needs of Guatemalan children in especially difficult circumstances include institutionalization (most notably Casa Alianza, the Guatemalan affiliate of Covenant House), the Mission has determined that we can make the greatest impact on the conditions of these children through alternative approaches. Based on discussions with many of the NGOs already working with street children (including Casa Alianza), addressing the needs of children outside of an institutional setting will allow broader, more cost-effective impact. NGO activities financed by the Project will focus on the priority areas of Health and Nutrition (including STDs), Treatment for Substance Abuse, and Education and Training. A high priority will be given to efforts to address the particular needs of girls in relation to these three areas.

Technical Studies and Training: The Project will finance technical studies that will support the process of identifying and executing interventions designed to provide for the basic needs of street children. These studies could include definition of risk factors, alternative approaches based on experiences in other countries, strategies and mechanisms to enhance the coordination and complementarity of NGO and donor activities, the extent and nature of the "street children" problem in urban areas outside the capital, and strategies and mechanisms to involve the private sector in responding to the problem. Technical training, focusing on the priority areas identified for interventions, will be provided to the implementors of the NGO activities. Some of this training (for example, substance abuse treatment) may be accomplished with Project funds through mechanisms already in place under the Mission's Guatemala Peace Scholarship Project (GPS).

Public Awareness and Policy: Responses by local and international agencies to the problems of street children in Guatemala are at best muted (and at times hindered) by a general lack of public awareness of the extent and nature of the situation. Additionally, these children often do not receive adequate protection under the law. This is a result of both a lack of statutory definition of the roles and responsibilities of Government agencies, as well as institutional bias and/or apathy towards the problem. While studies and public awareness campaigns addressing the general public will be financed, education efforts will also be designed to reach certain target groups (e.g., police, private sector leaders).

E. PLANNED IMPLEMENTATION ARRANGEMENTS: The Mission's preferred option is to obligate all project funds with the Office of the Human Rights Ombudsman (OHRO).

The OHRO has a section specifically working in defense of children's rights, and is highly respected by the broad range of institutions working with street children. The OHRO would have implementation responsibility for the Public Awareness/Policy Component. The other two components would be sub-obligated under an A.I.D.-direct contract or grant.

F. SUSTAINABILITY OF PROPOSED ACTIVITIES: While the types of interventions financed through this Project will always require donor support, the TA provided to sub-grantees will enhance the capacity of these organizations to raise funds and administer activities. Technical training to implementors will improve their long-term capacity to respond to the needs of the children. And public awareness campaigns and policy initiatives will improve the environment in which these organizations work.

G. MISSION MANAGEMENT ROLE: The design of this Project has been managed by the Mission's Health Division in coordination with other offices. However, given the potential role of the OHRO in this Project, it is likely that the Mission's Office of Democratic Development and Training will manage the Project with technical assistance from the Health Division.

H. POTENTIAL ISSUES:

- Will sufficient resources be available through AID/W earmarks to fully fund this Project outside the Mission's budget?
- The SHARE Child-in-Need activity will be closed out in FY 1993, and no new sub-grants will be awarded during this period. Should the Mission provide bridge financing for key activities currently implemented through the SHARE Child-in-Need Project (e.g., Casa Alianza support) while agreements/contracts under this new Project are being negotiated?
- Will the Project, as described, respond adequately to Congressional and AID/W concerns about the status of street children in Guatemala?

NEW PROJECT DESCRIPTION

LAC BUREAU OBJECTIVE: Support the achievement of broadly-based, sustainable economic growth.

LAC BUREAU SUB-OBJECTIVE: Support the evolution of stable, participatory democratic societies.

MISSION STRATEGIC OBJECTIVE: Improve the quality, efficiency, and equity of primary education services

PROJECT TITLE: Basic Education Strengthening (BEST) Project
(Amendment)

PROJECT NUMBER: 520-0374

FUNDING (\$000): FY 1993: 2,370; LOP: 30,000

TYPE OF FUNDING: DA

Authorized in 1989, the BEST Project is currently ongoing. The purpose of this NPD Amendment is to request delegation of authority to the Mission to authorize and extend the project from the current PACD of 1995 to 1999.

A. **CONSISTENCY WITH MISSION STRATEGY:** The revised goal of the BEST Project is to *improve the quality, efficiency, and equity of primary education services* in Guatemala. Achievement of the project goal will be measured by the following indicators of efficiency, quality, and equity: *decreased repetition in first grade in target areas, increased completion at the third and sixth grade levels in target populations, and increased proportion of enrollments of girls to boys in third grade in target areas and Mayan to non-Mayan children in third grade nationwide.* The purpose of the project is to *institutionalize measures to improve the administration, quality, and equity of primary education services.* Progress in achieving the project purpose will be measured in such areas as the functioning of the supervisory system, improved decision-making based on relevant and timely management information, teachers using specially designed materials, the incorporation of innovative methodologies into school curricula, teacher training and assignment to bilingual schools, and the incorporation of gender and ethnic considerations into Ministry of Education (MOE) management and decision-making, programming, teacher training, and materials development. The institutionalization of project activities will be a critical measure of achievement of the project purpose.

B. **RELATIONSHIP TO A.I.D. AND OTHER-DONOR ACTIVITIES:** An education sector assessment in 1985 and a sub-sector assessment in 1988 established the areas for A.I.D.'s program focus. At the time, the World Bank was negotiating its second education loan with the MOE, permitting the Mission and the World Bank to develop complementary program foci. Major areas of attention in the World Bank's project include printing of

textbooks, training of teachers, and construction of classrooms and schools. Because of unforeseen impediments, the World Bank's project has been stalled since 1989. However, implementation is expected to begin in early 1993. During the interim, the Mission has proposed a number of changes in the Bank's original design to better complement the evolving BEST Project. The Mission has also taken the lead with the Interamerican Development Bank in recommending that they expand those BEST activities that hold the greatest promise of becoming institutionalized. The Mission has served as a catalyst for collaboration with UNICEF on the One-Room, One-Teacher School Activity under the project, and with six other donors, including the World Bank and private sector organizations, in implementing an innovative BEST activity to promote girls' education.

C. **RELATIONSHIP OF PROJECT TO OVERALL A.I.D. POLICY OBJECTIVES:** With its strong emphasis on activities that have a direct impact on improving the quality of instruction and the internal efficiency of primary education systems, the BEST Project conforms closely to Agency and Bureau policies with respect to basic education programs.

D. **PROJECT DESCRIPTION:** The mid-term evaluation of the BEST project was conducted in August, 1992, and recommended an extension of the PACD to 1999 as well as a streamlining and focusing of Project activities. In the reprogramming and redesign of the Project, it is expected that the original 16 activities will be reduced to eight activities, which will be selected in the redesign process based on their potential for institutionalization and expansion by other donors and, thus, their potential for impact on a broader segment of the Guatemalan population. Four of the streamlined activities concentrate on disadvantaged populations: Mayan speaking boys and girls, particularly in the rural areas. The streamlined activities include:

1. **Policy and Management Research and Application** to support the institutionalization of BEST Project activities. This new activity responds to the mid-term evaluation which recommends that greater emphasis be placed on institutionalization of all project activities by the PACD. It includes such elements as research to inform the MOE's decision making, technical assistance to strengthen the MOE's management and administrative capacity, social marketing, and policy seminars and fora;
2. Strengthening and expansion of **Bilingual Education Services**. This activity will revise textbooks in the four major Mayan languages, expand bilingual services to 500 schools in four additional Mayan languages, and design textbooks in the four additional Mayan languages;
3. Training and interventions to promote **Girls' Education**. This activity will train key personnel in all MOE units and in the education regions in strategies for including gender and culture issues in MOE management, programming, and materials development. In addition, the activity will develop and implement Eduque a la Niña, a program of focused actions at the community level to promote girls' primary school retention;
4. Institutionalization of **Interactive Radio Mathematics and Spanish-as-a-second language services**, including the adaptation and broadcasting of mental arithmetic lessons and the creation and broadcasting of Spanish-as-a-second language lessons.

In addition, the activity will develop a private/public-sector base for institutionalizing radio services following the PACD;

5. **Strengthening and expansion of the One-Room, One-Teacher School Innovation**, which will adapt the Colombian Escuela Nueva model to 100 pilot schools in two education regions and then conduct a phased expansion of the program to reach all 619 schools in the two regions. In addition the activity will ensure the incorporation of the methodology in national training programs for teachers;
6. **Training of District Supervisors**, including the provision of office equipment and motorcycles to all 342 supervisors as well as a program of training for supervisors;
7. **Design and Installation of the Computerized Management Information and Personnel Systems**, which will ensure that systems are installed at the regional level and that training is provided in the use of technology, in the reporting and use of information, and in decision-making at the regional level; and
8. **Development and evaluation of the Standardized Achievement Testing program**, which will provide the MOE with the capacity to measure the academic achievement of primary students.

Not all of the above activities will be continued beyond the current PACD. Under the reprogramming, five activities will be phased out and eliminated: Teachers' Magazine (phased out by 12/93), Distance Education (currently suspended), Applied Educational Research (currently suspended), Social Marketing (currently suspended), and Basic School Materials (phased out by 3/94; planned participation by other private sector organizations will not be pursued). It should be noted that components of the Policy and Management Research and Application activity include research and social marketing focused on the institutionalization of project activities. The teacher training tasks of the Distance Education activity will be incorporated into other BEST activities.

E. PLANNED IMPLEMENTATION ARRANGEMENTS: The BEST Project is implemented under a Handbook 3 grant agreement with the Ministry of Education of the GOG. Technical assistance is provided by the institutional contractor, the Academy for Educational Development and its sub-contractors. Under a Cooperative Grant Agreement, FUNDAZUCAR, the Foundation of Sugar Producers, implements the Basic School Materials activity, which will be phased out once the Cooperative Agreement terminates (the proposed addition of other organizations will not occur), and a sub-activity under the Girls' Education activity (Eduque a la Niña--program of interventions to promote girls' primary school retention and completion).

F. SUSTAINABILITY OF ACTIVITIES: Each activity was subjected to rigorous analysis based on its potential for institutionalization and sustainability. Each of the eight streamlined activities has demonstrated commitment by the Ministry of Education and the private sector to fully fund the activities once A.I.D. funding terminates.

G. MISSION MANAGEMENT ROLE: The Project is managed by the Education Division of the Office of Health and Education. The Project Manager is a U.S. direct hire employee. Project activities are managed by three Mission FSN employees. The Mission's Sector Implementation Committee, made up of the representatives from OH&E, Controller,

Contracts, and Program Offices, coordinates all actions related to the implementation of the Project.

H. POTENTIAL ISSUES AND/OR INNOVATIVE PROGRAM APPROACHES:

- Will the Mission be able to gain agreement and support from the GOG and other counterparts on the reprogramming of the project?
- Will the Mission be able to obtain financial and personnel resource commitments from the GOG and relevant private sector institutions to ensure the institutionalization of project activities?
- Does the MOE have the management and administrative capacity to implement project activities?
- Will other donors assume responsibility for expanding and continuing BEST Project innovations?

SECTION III. ENVIRONMENT

III.A. Major Conservation Challenges: The major conservation problems facing the country include deforestation and loss of biodiversity in the Peten region, soil erosion in the Highlands, mangrove destruction on the Pacific Coast, solid waste and industrial pollution in urban areas, and pesticide mismanagement throughout Guatemala's agricultural zones. Because of the wide array of negative impacts and complex political, demographic, economic and cultural causality associated with deforestation, this is considered the most important and difficult problem.

III.B. Progress: During the past year, the Mission and the host country made large strides to begin conserving biodiversity and reducing deforestation. In terms of awareness, the media provided conservation messages practically on a daily basis through radio, television, newspapers and magazines. The Mission provided financing to support an exhibit on deforestation's effects entitled "Agony of the Jungle" and a National Fair on environmental protection. The former drew more than one million visitors, and it's expected that the latter will also. In the policy arena, the Tropical Forestry Action Plan (TFAP) was approved, and twelve international donors pledged to participate in its strategy to conserve forests while sustainably utilizing them for economic purposes. The National Environmental Commission began to evaluate and enforce Environmental Impact Assessments (EIAs), which began to achieve public acceptance and play a role as mechanisms to conserve biodiversity. In the implementation arena, the Mission supported the Defensores de la Naturaleza/GOG efforts to promote conservation and sustainable development in the 236,000 hectare Sierra de las Minas Reserve. The Mission also financed Conservation International, CARE, The Nature Conservancy and GOG efforts under the Maya Biosphere Project to promote the same in the 1,800,000 hectare Maya Biosphere Reserve.

Innovation and new approaches are the bywords of the Maya Biosphere Project. Recently, under the Project auspices, the communities of San Jose and San Andres in the Peten signed long-term lease with the Bioitza, the last existing Maya indigenous group in the Peten, to manage 250 km² of pine forest under their traditional conservation approach. The traditional lifestyles and culture of an ancient indigenous people are being preserved, as well as the rich bio-diversity of a valued tropical forest.

III.C. Recommended Follow-up: The Mission will continue its strategy of promoting a balance of environmental protection and community level, sustainable, natural resource-based economic development measures in the Highlands and the lowland Peten region of Guatemala. This will be carried out mainly through the Maya Biosphere Project in the lowland Peten region and the Community Natural Resource Management Project in the Highlands. In addition, the execution of policy initiatives described in this Action Plan will significantly bolster the long-term impact of Mission and GOG conservation efforts. Finally, due to the strong interrelationship between tropical forestry/biodiversity conservation and the other Mission Strategic Objectives, we will continue to coordinate and carry out mutually beneficial activities in the areas of family planning, primary education, trade and investment, and strengthening of democratic institutions.

SECTION IV - RESOURCE REQUIREMENTS

Program Budget: Total funding levels in Table 4 are based on the Action Plan Guidance, straightlining our FY 1993 OYB (approximately \$20 million) through FY 1994 and FY 1995. While the Mission recognizes that ESF resources will be cut, we do anticipate access to FY 1992 ESF carry-over and may require another \$3 million in ESF in FY 1995 to broaden our support to judicial sector reform. As can be seen in Table 4, the Mission's Program is built largely around earmarks, with 91% of our FY 1993 DA budget dedicated to Child Survival/Population, Basic Education, and Environment/Energy. Any cuts to planning levels would have to come from these earmarks.

Operating Expenses: The Mission has reexamined its requested FY 1993 operating expense level in the Annual Budget Submission (ABS), in a continuing effort to reduce and maintain funding requirements at a minimum while at the same time effectively supporting the Mission's development assistance programs. Since the preparation of the ABS, several line item expense codes are now projected at a higher cost due to increased local rates, including both communications and utilities. Likewise, FY 1993 projected expenditures for the FSN/PSC and FSN/DH payrolls are revised upwards by \$75,000, a result of a new 14th month salary required by the Government of Guatemala and paid by the Mission.

However, even with these increases, the Mission now anticipates total projected operating expense needs of \$4.3 million for FY 1993, which represents a decrease of more than \$200,000 below the \$4.507 million in the ABS. This reduction is comprised of lower projected expenses in numerous budget line items, a direct result of the Mission's scrutinizing every alternative for cost savings.

In fiscal years subsequent to FY 1993, this \$4.3 million operating expense level is currently projected with a modest \$100,000 increase each year, since no staff reductions other than those already anticipated in the ABS are deemed realistic at this time. The projected \$4.4 million operating level for FY 1994 is still lower than the ABS estimated \$4.572 million amount. The Mission is currently funding about 50% of its operating needs with Trust Funds. Since no additional Trust Funds are anticipated, the Mission can probably continue this level of funding through the end of FY 1994, at which time additional dollar operating expense resources will be requested.

Internal Controls: The Mission strongly supports the Agency's increased emphasis on establishing and maintaining internal controls throughout the organization. The Mission's Management Control Review Committee meets on a quarterly basis to review the status of outstanding control weaknesses. In addition, a report is sent to the Mission Director each month, detailing progress towards resolving any unsatisfactory findings. The timely resolution of such weaknesses are then reflected in the EERs of responsible Office Chiefs. Currently, 18 of the original 22 weaknesses identified in the Internal Control Assessment have been closed.

Staffing Levels: USAID/Guatemala continues to adhere to its downsizing targets set in FY 1991. Between 1990 and 1995 this includes decreases of 35% of the FSNPSCs, 25% of the FSNDHs, 67% of the USPSCs and PASAs, and 35% of the USDHs. The Mission is clearly committed to meeting these targets. Downsizing has increased the responsibilities carried by the foreign national staff. There has been a concerted effort to help the FSN staff meet these challenges through training, reclassification, and improvements in the evaluation system to provide timely and meaningful feedback. The overall impact seems to be positive and career enhancing for the FSN staff. Table 4 (A) details staffing projections through the Action Plan period.

TABLE 4
USAID/GUATEMALA
SUMMARY PROGRAM FUNDING TABLE
Dollar Program

FUNDING CATEGORY		FY 93 ¹ Estimated	FY 94 Requested	FY 95 Requested
INCREASED PRIVATE INVESTMENT AND TRADE				
Development Assistance				
520-0000	Program Development and Support	21	20	20
520-0341	Private Enterprise Development	130	0	0
520-0381	Small Farmer Coffee	0	1,970	1,000
520-0403	Trade Policy and Promotion Program	1,261	0	0
SUBTOTAL		1,412	1,990	1,020
Economic Support Fund (all FY '92 carry-over)				
520-0403	Trade Policy and Promotion Program	5,500 ¹	0	0
SUBTOTAL		5,500	0	0
SMALLER AND HEALTHIER FAMILIES				
Development Assistance				
520-0000	Program Development and Support	170	230	230
520-0145	Special Development Fund	80	80	80
520-0339	Immunization/Child Survival	3,000	0	0
520-0357	Family Health Services	8,574	9,100	5,760
SUBTOTAL		11,824	9,410	6,070

FUNDING CATEGORY		FY 93 ¹ Estimated	FY 94 Requested	FY 95 Requested
OTHER				
520-0145	Special Development Fund	30	30	30
520-0353	Rural Elec. III	1,000	500	0
520-0412	Street Kids Support	0 ²	0	500
SUBTOTAL		1,030	530	530
Total Development Assistance		19,366	20,000	20,000
Total Economic Support Fund		10,500 ³	0	3,000
STRATEGIC OBJECTIVES TOTAL		29,866	20,000	23,000
P.L. 480 Title II Program		9,839	9,839	9,839
USAID/Guatemala Program Total		39,705	29,839	32,839

1. FY 1993 New Obligation Authority Only

2. To be initiated with FY 1993 Central Bureau Funding

3. FY 1992 Carry-over ESF

FUNDING CATEGORY		FY 93¹ Estimated	FY 94 Requested	FY 95 Requested
IMPROVED PRIMARY EDUCATION SERVICES				
Development Assistance				
520-0145	Special Development Fund	90	90	90
520-0000	Program Development and Support	20	40	40
520-0374	Basic Education Strengthening	2,390	3,000	3,000
SUBTOTAL		2,500	3,130	3,130
IMPROVED MGT. OF NATURAL RESOURCES				
Development Assistance				
520-0000	Program Development and Support Fund	200	200	200
520-0395	MAYAREMA	250	1,000	1,850
520-0404	Community Natural Resources Management	1,950	2,540	3,500
SUBTOTAL		2,400	3,740	5,550
SUSTAINED EXERCISE OF INALIENABLE RIGHTS				
Development Assistance				
520-0000	Program Development and Support Fund	200	200	200
520-0398	Democratic Institutions Support (Amendment)	0	0	1,000
520-0393	Guatemala Peace Scholarship Program	0	1,000	2,500
SUBTOTAL		200	1,200	3,700
Economic Support Fund (FY' 93 Column Reflects FY'92 Carry-Over)				
520-0407	Judicial Sector Reform	5,000'	0	3,000
SUBTOTAL		5,000	0	3,000

TABLE 4 (A)
USAID/GUATEMALA STAFFING
FY 1993-FY 1995

STAFF TYPE	FY 1993 LEVELS (ACTUAL)	FY 1994 LEVELS (PROJECTED)	FY 1995 LEVELS (PROJECTED)
US Direct Hires	23	19	17
US PSCs	7	6	6
PASAs	2	2	2
FN Direct Hires	31	35	34
FSN PSCs	109*	104	102
TOTAL	172	166	161

* 6 over FSN PSC ceiling, but compensated by 6 under FN Direct Hire Ceiling

V. MISSION SPECIAL CONCERNS / ISSUES

1. **Mission Strategy vis-a-vis Drug Awareness/Counter Narcotics Efforts:** Under a \$100,000 buy-in to the AID/W Narcotics Awareness and Education (NAE) Project, the Mission supported three workshops sponsored by the Guatemalan National Council on the Prevention of Alcoholism and Drug Addiction (CONAPAD). These workshops focused on: 1) development of a national action plan for drug abuse prevention; 2) inter-institutional coordination; and 3) promotion of drug abuse prevention efforts. The Mission will continue supporting these and other CONAPAD activities (e.g., teacher training, drug awareness in prisons, mass media messages, the establishment of an Information/Documentation Center) through an additional \$100,000 obligation to the NAE Project in FY 1993.

Policy dialogue between Mission/Embassy staff and various elements of the Judicial Sector, as well as on-going technical assistance to the Sector, was instrumental in the passage of a new Criminal Procedures Code and strengthened Narcotics Law. The Mission will initiate the Justice Sector Reform Project in FY 1993 that will support the implementation of both these pieces of legislation. Additionally, in conjunction with the successful completion of narcotics eradication efforts in certain (non-conflictive) areas, the Mission, if requested by the GOG, could include these areas within the geographic focus of on-going activities under our Rural Electrification, Highlands Water and Sanitation, and Rural Roads Projects. This will allow us to support the installation of needed infrastructure in communities that have rejected the cultivation of drugs as an economic activity.

2. **ESF Resources:** Due to a Congressional Hold on the proposed Trade and Investment Program, \$10 million in FY 1992 ESF were not obligated last year. Additionally, \$500,000 in FY 1992 ESF was not obligated due to the decision by the President of the Supreme Court to defer an agreement with A.I.D. The Mission's plans to initiate proposed activities in the Trade and Justice Sectors are based on the assumption that we will have access to these funds in FY 1993. If these funds were not made available, the sector strategies outlined in Sections I.1 and I.5 of this Action Plan would have to be revised. Additionally, while we anticipate that \$5.0 million of the FY 1992 carry-over ESF will be obligated under the Justice Sector Reform Project this year, we also expect that support to this sector throughout the POD/AP Period will remain a high priority U.S. foreign policy objective. With this in mind, the Mission anticipates the need for an additional \$3.0 million ESF, possibly to expand support to the Supreme Court, in FY 1995.

3. **Peace Negotiations and Return of Refugees:** While peace negotiations between GOG and URNG representatives continued throughout 1992 and the GOG has recently launched a commendable new peace initiative, it is not possible to predict when a final accord will be reached. Regardless, it is anticipated that large groups of refugees will return to Guatemala from Mexico beginning early in 1993. The Mission will explore possibilities of providing food assistance through Title II to these populations, if requested by a cooperating sponsor. We will also examine the possible extension of existing bilateral programs into resettlement zones. In the event of a peace settlement, the Mission could expand on-going activities into formerly conflictive zones, although these tend to be isolated areas with little population. In order to provide such basic services as potable water, roads, electricity, immunizations, food

aid, etc., as well as supporting income generating activities (either for refugee resettlement or in formerly conflictive zones), additional resources (above current planning levels) will be required.

4. **Forward Funding Guidelines:** Given the phase-out of ESF resources, budgetary uncertainty, and the Mission's heavy earmark burden (91% of FY 1993 OYB), the Mission questions the feasibility of strictly applying the Agency's new forward funding guidelines to our portfolio. The Mission will review specific cases with LAC/DR and LAC/DPP prior to the final Action Plan Review.

5. **Section 599:** The Mission, through the Regional Legal Advisor (Guatemala 12852 7Dec92), requested clarification on the operational impact of Section 599 of P.L. 102-391. With the design of the new Trade Policy and Promotion Project nearing completion (as well as the potentially broad scope of this legislation), it is critical that we receive final AID/W guidance as quickly as possible in this matter.

6. **PRISM Implementation:** While we believe that the Mission has made great progress in developing its Strategic Objective Framework, we have received some conflicting guidance/opinions relative to PRISM from AID/W personnel. The Mission would appreciate clarification of the roles of CDIE and LAC staff in the design and implementation of Program Performance Assessment Systems and PRISM.

7. **Debt Relief:** With the signature of an agreement with the IMF and the anticipated signature during 1993 of an Investment Sector Loan Program with the IDB, Guatemala has met key conditionality for debt relief under the EAI. What action is required to include Guatemala among eligible countries for such assistance in FY 1994 (assuming Congress appropriates funds for this purpose)?

MISSION PROGRAM WORKPLAN

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
1.	<u>STRATEGIC OBJECTIVE: INCREASED PRIVATE INVESTMENT AND TRADE</u>	
<i>a.</i>	<i>CY 1992 Accomplishments</i>	
	Initiate policy dialogue with the GOG on reforms in financial markets and related policy areas constraining trade and investment (January).	The Mission negotiated with the GOG a wide-ranging policy agenda covering legal and regulatory constraints to trade and investment. Specific points covered in the agenda included Intellectual Property Rights, International Arbitration, Investment Processing, and Nontariff Barriers. The Reform of financial markets has been assumed as conditionality by the IBD.
	Complete development of the new Trade and Investment Program (May).	An innovative sector program, combining cash transfers and projects supporting trade and investment, not obligated due to a Congressional hold. The project is being re-designed.
	Support the second meeting between the U.S. and the Guatemalan Trade and Investment Council (November).	The TIC meeting has been moved to February, 1993. Draft and final agendas are being prepared. The Mission Director will be a member of the U.S. Delegation.
	Complete analysis and recommendations for the GOG on the benefits of concessions, demonopolization, and privatization of major state-owned and operated utilities and productive enterprises (November).	A comprehensive analysis of the privatization of state utilities and enterprises has been completed. Specific analysis of public road concessioning has just been finished and the GOG is making preparations to begin pilot efforts letting road concessions on specific stretches of public road.
	Provide production and marketing financing to 21 coffee cooperatives for an estimated volume of 35,000 quintales of coffee (March-April).	Financing of production and marketing of 35,000 quintales of coffee was provided to 21 cooperatives in the period of March-April.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	Finance non-traditional winter vegetables (snow peas, French beans, broccoli, etc.) for export. Total volume estimated to reach 279,000 boxes in 1992 (July-September).	Non-traditional agricultural exports increased this year, with Mission financial and technical assistance, by 11% over last year's level, to a new high of US\$ 105 million.
b.	<i>Mission Actions - CY 1993</i>	
	Addressing congressional concerns raised in 1992, a redesigned Trade Policy and Promotion (TPOP) Program will be developed and signed, incorporating a labor relations component to ensure labor participation in the process and benefits of trade and investment (May).	
	Initiate negotiations and reach agreement with the GOG on a new policy agenda improving the legal and regulatory environment impacting on Guatemalan trade and investment (April).	
	Initiate a range of policy and project activities addressing improved labor relations among public, private, and formal labor sectors (August).	
	Coordinate closely with the IDB on the development of the policy agenda for financial market and investment sector reform.	
	Provide financial and technical assistance to producers of nontraditional exports (NTEs) to produce a 15% increase in a total value of NTEs in 1992 (January-December).	
	Provide financial and technical assistance to 35 coffee cooperatives to improve coffee processing and sales of approximately 40,000 hundred weight of coffee.	
	Through the rural roads projects, 200 kms. of new road will be constructed and another 1,500 kms. of road maintained, benefitting production and marketing activities of approximately 400,000 rural dwellers.	

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
2.	STRATEGIC OBJECTIVE: SMALLER, HEALTHIER FAMILIES	
a.	<i>CY 1992 Accomplishments</i>	
	Minister of Health will host a meeting of high level government and political leaders at which the Director of Mexico's experience in fertility reduction and population policy. This meeting is the direct result of an A.I.D. sponsored observational trip of Guatemalan Government leaders to Mexico (January).	A Vice-Ministerial level meeting, hosted by the Vice-President was held in January. Follow up work was carried out by the Futures Group and APROFAM which resulted in the draft population law that is currently awaiting final reading and approval in the national legislature.
	The Mission will support preventive activities against future cholera outbreaks (on-going).	AID provided technical assistance, 1,375,000 ORS packets, I.V. solutions and other supplies to combat cholera outbreaks.
	The IGSS Board of Directors will formally approve the establishment of a reproductive health unit that will provide family planning services (March).	The IGSS Reproductive Health Unit was formally established in October. The seminar to announce the new service was inaugurated by the administrative Director of the IGSS, which marked the first time any high level IGSS official had publicly spoken in favor of the provision of family planning services.
	A seminar will be held with government officials to discuss primary health care recurrent costs and recommendations for expanding government resources to the sector (March).	Two seminars were carried out to discuss primary health care recurrent costs and recommendations for expanding government resources to the sector. SEGEPLAN, MOH, MOF, the Congress and other agencies were involved in these seminars.
	The Mission will provide technical assistance to support the improvement of the Ministry of Health's Management Information System (June).	The contractor Clapp and Mayne initiated these actions on December, 1992 and will continue during 1993.
	A baseline survey for measuring impact on infant mortality and diarrheal disease incidence, communities to be in served by the Highlands Water and Sanitation Project (June).	The baseline survey of project communities was initiated in November, 1992 and will be completed in March, 1993.
	Four directors of MOH hospitals will receive training in the administration of post-partum family planning services (August).	Through AVSC, nine MOH surgical-administrative teams were trained in the administration of post-partum family planning services, voluntary surgical contraception and IUD insertion.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	A study of the legal and procedural impediments to the provision of family planning services will be initiated (September).	The study was carried out in November and the results were presented by the Vice-Minister of Health's representative at the international reproductive health seminar held in Mexico the last week in November.
	The MOH health care teams will receive training in post-partum voluntary surgical contraception (VSC) and IUD insertion (October).	Through AVSC, nine MOH surgical-administrative teams were trained in the administration of post-partum family planning services, voluntary surgical contraception and IUD insertion.
	A Regional Center for Health Education will be established in Totonicapán (November).	The design of the center is underway and the center will be completed in March, 1993.
	A local oral rehydration salt (ORS) production facility will be established at the University of San Carlos (December).	USAID/Guatemala contracted PATH to remodel LAPROMED (USAC) to establish a local ORS production to provide the necessary ORS packets to the MOH.
	45 water systems and 86,000 latrines will be installed (December).	Because of a one year delay in meeting all conditions precedent, field activities did not begin until August, 1992. Eight water systems were completed and 657 latrines installed during 1992.
b.	<i>Mission Actions - CY 1993</i>	
	Carry out the Demographic and Health Survey in conjunction with MACRO and INCAP. Field work will begin in July and preliminary data will be available in December.	
	Begin the Operations Research component of the Family Health Services Project through a buy-in to the Population Council's Programmatic Grant. Staff will be appointed and an office will be opened by June.	
	The national legislature will pass the draft population law in January and the law will be codified and published by June. AID will provide TA and limited financial support to the Population Commission, which will be created by the new law, to support its start up activities.	

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	AVSC will carry out an initial planning and evaluation TDY to both the MOH and the IGSS to finalize 1993 work plans and budgets. The plans will be approved no later than April.	
	Continue installation of 92 water systems, of which 47 will be completed (December); produce 14,600 latrines, of which 6,600 will be installed (December).	
	In Water Project Communities, complete baseline survey for measuring impact of water and sanitation project on infant mortality and diarrheal disease incidence. (September)	
	Implement community based monitoring system in water project sites to monitor behavioral changes, morbidity and mortality relative to Project inputs. (September)	
	Prepare Child Survival PP Supplement to extend PACD, add ARI, and emphasize decentralization of financial management and health planning. (March)	
	Remodeling of LAPROMED will be completed and production of ORS will commence by October 1993 (PATH). The MOH will set a mechanism to purchase the ORS with GOG resources.	
	Complete the quantitative and qualitative background research on ORS (marketing, availability, distribution/logistics and use). (PATH) (September)	
	Twenty four health areas and central level will receive technical assistance, training and computer equipment for improved financial management (H/MIS) and epidemiological surveillance. (Clapp and Mayne)	
	Restore the MOH cold chain to 95% of capacity and support two rounds of campaigns (March and April); repair fleet of child survival vehicles and motorcycles. (Clapp and Mayne)	
	Through a LAC/DR buy-in to the HNTSS Project, the Mission will assist the MOH to set-up the recurrent cost-analysis methodology in 3 additional health areas. (September)	

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	INCAP will strengthen cholera/diarrheal disease control capacity in 3 Health Areas through rapid needs assessments, design/implementation of appropriate interventions and training.	
3.	<u>STRATEGIC OBJECTIVE: IMPROVED BASIC EDUCATION</u>	
a.	<i>CY 1992 Accomplishments</i>	
	Conduct training course for 340 newly appointed district supervisors using Project developed supervision training manual to improve the quality of classroom instruction (January).	Four training courses were conducted in each of the eight regions of the country for all 342 supervisors. Emphasis was given to the qualitative aspects of the supervisors' role.
	Initiate development and conduct pilot testing of standardized achievement tests for the first three primary grades to improve the quality of classroom instruction and to promote academic achievement (January).	Standardized achievement tests were developed and pilot tested. The tests were administered to a sample of 37,000 children. Two hundred teachers were trained in test administration procedures.
	Initiate Interactive Spanish-as-a-second-language radio broadcasts in Alta Verapaz in 30 schools to improve academic achievement in primary schools (February).	One hundred fifty-five original radio broadcast lessons were developed and broadcast to 28 program schools in the two regions.
	Initiate the application of the Colombian Escuela Nueva Model (one-room, one-teacher, school) in the Alta Verapaz and South Coast areas in 100 pilot schools to improve the quality and efficiency of primary school instruction (February).	One hundred schools were identified in a systematic selection process in the two education regions. Four seminars were developed and conducted for 100 teachers to assess the needs of each school.
	Produce and distribute to teachers countrywide three issues of Teachers' Magazine (focusing on new classroom strategies, materials development, and communication with education community) to improve the quality of classroom instructions (March).	Two issues of the teachers' magazine were produced and distributed to 20,000 primary schools and units of the Ministry of Education. Training courses for magazine personnel were initiated.
	Complete a baseline study on a pilot scholarship program for girls and develop plans for a nationwide scholarship program to promote the enrollment, retention, and achievement of girls in primary school (April).	The baseline study was conducted and the results were applied in the development of a program of interventions that includes seven public and private-sector donors.
	Install the computerized system for personnel management and selection in the Ministry of Education to improve education administration (April).	The design of the system was completed and is now being pilot tested in the education regions.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	Conduct first national social marketing campaign to increase primary school enrollment and promotion rates, especially among girls (May).	The activity was stalled while attempts were made to identify suitable technical assistance personnel. Attempts were made to conduct social marketing using Ministry of Education resources.
	Expand interactive radio mathematics program participants to include all primary schools in the Guatemala metropolitan area to improve academic achievement (May).	The interactive radio mathematics program was expanded to reach 100 percent of the schools in the metropolitan area. The evaluation of the activity showed significant improvement in mathematics achievement by students in pilot schools.
	Complete mapping study and training of Ministry of Education staff to assume complete responsibility for conducting full range of ongoing socio-linguistic mapping activities to enable efficient expansion of bilingual education (June).	The mapping study is close to completion. Study results were used to select schools for the expansion of the bilingual program.
	Develop and approve redesign of distance training program for teachers to include innovative, interactive methodologies rather than self-study modules (January); and initiate teacher training program to improve quality of classroom instruction (June).	Agreement was not reached with the Ministry of Education on the redesign of this activity. Under the BEST reprogramming, consideration will be given to mechanisms for reaching classroom teachers with interactive methodologies.
	Complete the design of the nation-wide, computerized Management Information System for the Ministry of Education to improve education administration (June).	Design of the computerized management information system was completed and approved by IRM. Pilot testing of the equipment will occur in CY 1993 in two regions.
	To improve primary school achievement among indigenous children, train bilingual education staff, conduct analysis, and develop plan for revision of bilingual education textbooks in four major Maya languages. Develop prototypes for revised texts and teachers' guides (September).	Textbook revision was stalled due to inability to contract appropriate technical assistance. Bilingual education personnel received training courses in qualitative evaluation methodologies and in textbook revision.
	Initiate design of textbooks in four additional Mayan languages to improve primary school achievement (September).	The first prototypes were developed in two additional Mayan languages.
	Distribute basic school materials to 18,000 first grade students and 1,500 classroom teachers on the south coast to improve the efficiency of primary education at the first grade level.	School materials were distributed to 18,000 students and to 1,500 teachers. Teachers were also trained in strategies for improving classroom instruction.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
b.	<i>Mission Actions - CY 1993</i>	
	Conduct strategic planning exercises in the Mission and with the MOE. Review the mid-term evaluation, redesign the project, and authorize the PP supplement. (March)	
	Develop and initiate implementation of an institutionalization plan for all BEST activities that includes strategies to achieve policy targets, resource commitments, and organizational structures and administration. (June)	
	Continue revision of textbooks produced in the four major Mayan languages and textbook prototypes produced for the additional four languages to improve achievement among Mayan children.	
	Expand bilingual education to 100 new schools in the additional four Mayan language areas and provide the schools with bilingual teachers and materials. (December)	
	Produce and distribute four expanded issues of the teachers' magazine to 30,000 teachers to improve the quality of classroom instruction and the internal communication within the education system. (December)	
	Conduct five training workshops and provide office furniture and equipment to 342 supervisors to improve the quality of the supervision system. (December)	
	Distribute school materials to 25,000 first grade students and 2,500 classroom teachers in the south coast and provide nine training workshops to teachers and school principals. (December)	
	Continue the 150 Spanish-as-a-second language radio broadcasts in 28 experimental schools to improve the quality of classroom instruction.	
	Expand the interactive radio mathematics activity to include broadcasting in second grade classrooms and produce revised versions of the series for Guatemalan audiences; continue first grade transmission in the metropolitan area to improve academic achievement. (December)	

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	Continue training in One-Room Schools on materials design and production; provide 110 schools with furniture and materials, and conduct a baseline evaluation of student performance in pilot schools in the two education regions.	
	Initiate implementation of Eduque a la Nina (program of interventions) in five departments and develop strong coordination among the seven donors. (December)	
	Install the Management Information System in two pilot regional offices; train regional technicians in the use and application of the system to strengthen regional education information systems and integrate personnel management system in all regional directorates enabling them to select and recruit their own staff. Conduct training and monitoring at the regional level. (December)	
	Conduct evaluation of the standardized achievement test activity to permit refinements in the test development and application process; continue development and refinement of tests for first three primary grades to provide achievement data on classroom and teacher performance. (December)	
4.	<u>STRATEGIC OBJECTIVE: IMPROVED MANAGEMENT OF THE NATURAL RESOURCE BASE</u>	
a.	<i>CY 1992 Accomplishments</i>	
	Tropical Forestry Action Plan is completed through international roundtable event and project commitments received from five donors (January).	Tropical Forestry Action Plan was completed through an international conference and 12 donors made financial commitments to implement activities (February).
	CONAP prepares and begins to implement an operational management plan for the Maya Biosphere Reserve (MBR) (December).	CONAP prepared and started implementation of the operational management plan for the Reserve (September).
	The "Master Plan" (policy framework) for the MBR is revised based upon public review by stakeholders. (December)	CONAP held three public reviews of the Plan with mayors, union leaders, and school teachers. Plan was revised based on these reviews and approved for implementation by the CONAP board.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
b.	<i>Mission Actions - CY 1993</i>	
	An agreement negotiated with the GOG on a redefined role for CONAP which will give this institution the sufficient staff, budget, and some additional measure of Presidential-level support to effectively carry out its mandate on forest preservation and conservation. (August)	
	Research results finished and applied to the rational harvest and management of non-timber forest products (chicle, xate, medicinal plants, allspice, etc.) in the Maya Reserve. (July)	
	Final design and obligation of the new Community Natural Resource Management Project. (July)	
	Final definition of the policy agenda and supporting implementation activities under the new CNRM Project. (July)	
	Final definition of the monitoring/evaluation plan for the Strategic Objective and development of monitoring, data collection, and analysis methodologies for measuring impact and progress. (July)	
	Natural resource management plans will be completed and implemented in 20 micro-watersheds by CARE-DIGEBOS-DIGESA - local communities in the HAD Project. (September)	
	Under the Centro Maya Component of the Maya Biosphere Project, research headquarters will be established to validate more sustainable agro-silvo-pastoral systems for lowland tropical areas. (September)	
5.	<u>STRATEGIC OBJECTIVE: SUSTAINED EXERCISE OF INALIENABLE RIGHTS</u>	
a.	<i>CY 1992 Accomplishments</i>	
	Provide U.S. based training to 570 sectoral leaders under GPS Program.	446 sectoral leaders were trained during CY 1992.
	Design in-country follow-on training activities in all GPS Program areas (May).	Follow-on training activities in all GPS areas were designed.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	Conduct follow-on training activities in protected area management, environmental planning, integrated pest management, educational supervision, community leadership/municipal development, and democratic initiatives/human rights (continuous).	265 fellows attended in-country training activities.
	Establish radio production unit for OHRO to disseminate human rights education materials in four Mayan languages (March).	At the end of CY 1992 the OHRO was finalizing construction of the radio booth. US based supplier has not forwarded equipment and unit will not be fully operational until 1993.
	Conduct nationwide distribution of human rights education materials through community-based groups and local schools.	More than 400 non-formal human rights seminars were carried out all over the country and materials distributed at these events in addition to materials provided to schools and public and private sector organizations.
	Design democratic indicators monitoring system (March).	A nationwide democratic indicators monitoring system was designed and translated into the four principle Mayan languages.
	Conduct needs assessment and provide appropriate TA in order to fully utilize MIS equipment at Congress (March).	Due to limited resources and prioritization of activities by the Congressional Liaison committee, this activity was not carried out; instead it was decided to concentrate on strengthening the committee system. A modem connection was made between the Congress MIS and the Supreme Court under CENALEX, the Courts' index of laws. The Congress MIS is staffed by competent professionals who are utilizing it well.
	Negotiate agreement with ESTNA that reflects contributions from other sources thus decreasing dependence on USAID funding (March).	A four year agreement was negotiated with ESTNA that will gradually eliminate AID resources by 1995. ESTNA obtained private sector resources to support their efforts in addition to a significant budget increase from the Guatemalan Congress.
	Carry out evaluation of ESTNA activities (April).	A full evaluation and of the 1991 course was completed and additional guidance for the 1992 evaluation was provided to ESTNA by the Mission. A full audit was also conducted.
	Design four-year plan for institutional strengthening with Guatemalan Congress (May).	A two year plan for the institutional strengthening of the Congress through the committee system was designed.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	Identify competent counterpart to support Congressional strengthening project (May).	A competent local counterpart to support the Congressional strengthening project was identified, ASIES, and they are currently negotiating an agreement with the Congress.
	Finish equipping OHRO regional offices (May).	Final equipment purchases were made for the OHRO regional offices and now all of them are adequately equipped.
	Implement baseline survey for monitoring system (August).	The baseline survey will be implemented in May 1993. Findings will be available 6/30/93. Delay is attributable to length of time required to contract/subcontract for survey and test the multi-language instrument.
	Continue to support passage of reformed criminal procedures legislation.	Legislation passed 9/92. Mission involved in all phases of this legislative process throughout CY.
	Based on passage of legislation, initiate negotiation of new agreement with Judicial Branch.	Over five month period LSGA and concept paper designed and negotiated. 9/30 Supreme Court President determined not to sign LSGA.
	Provide critically needed office equipment to the Prosecutors' section of the Attorney Generals' office.	Leftover office equipment from Project 520-0369 was donated to the Attorney Generals' office to support the Criminal Prosecution and computer Data divisions, as well as departmental offices.
	Provide training courses for professional and support staff of the Public Ministry.	Preparatory training for Public Ministry personnel was provided in the new criminal procedures code and also in the proposed new Organic Law for the Public Ministry.
	Computer Data Legal Information Center (CIJUR) inaugurated at the Legal Research Center of San Carlos University.	The regional administration of justice project through ILANUD supported the Guatemala project at CIJUR with technical and financial assistance including: books, photocopying machine, computers and modem connection to access CENALEX.
	Computer modem connection of the Legislative index (CENALEX) between the Judicial Branch and the Attorney Generals' office.	CENALEX was disseminated to other justice sector institutions (Attorney General), project-donated computers supported this.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
b.	<i>Mission Actions - CY 1993</i>	
	Provide U.S. based training to 325 sectoral leaders under GPS program.	
	Conduct follow-on training activities for 400 fellows in community leadership, civic education, rural roads, woman artisans, advanced extensionists and park guards.	
	Implement human rights violations computer tracking system and management information system and the central Office of the Human Rights Ombudsman (OHRO) (August).	
	Carry out non-formal human rights education activities nationwide with public and private sector organizations including Mayan language groups.	
	Conduct financial audit of the OHRO (March).	
	Evaluate the impact of the non-formal human rights education activities carried out by the education department of the OHRO. (April).	
	Train 40 OHRO central office personnel in the Quiche language (February-October).	
	Establish small human rights libraries in departmental offices of the Human Rights Ombudsman.	
	Establish a technical assistance unit in the Congress to strengthen 5 major committees (May).	
	Support Centro ESTNA in carrying out its annual civil-military dialogue course and strengthening the alumni association (continuous).	
	Implement the baseline survey of the Democratic Indicators Monitoring System (June).	
	Sign new Grant Agreement with the Attorney Generals' Office and Public Ministry to provide transition support for judicial reform process (January).	

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	Extend ILANUD's regionally funded efforts to provide transition support for the Law Faculty and Legal Research Center of San Carlos University to lay the ground work for legal training based on the new criminal procedures code. (July)	
	Design the Judicial Sector Reform Support Project (520-0407), and sign Project Agreements with the Attorney Generals' office and the Law Faculty of the University of San Carlos (July).	
	Examine alternatives and encourage private sector support for judicial sector reform. (July)	
6.	<u>OTHER PROJECTS</u>	
a.	<i>CY 1992 Accomplishments</i>	
	Attain acceptable repayment rate on loans to beneficiaries, sufficient for Fundacen to achieve self-sustainability and to be able to continue to purchase land for re-sale to landless farm laborers.	Drastic declines in coffee prices (primary income source) and difficulties in FUNDACEN loan consolidation process have significantly reduced loan repayment rate and financial viability of lending program.
	Reorganize National Credit Union Federation (FENOACOAC) along with new operational lines; establish self-regulatory program; expand national liquidity fund; and initiate steps taken to transfer authority for credit union financial stabilization fund (March-June).	All programmed actions completed and being institutionalized. Results to date – outstanding. (June)
	Achieve substantial progress in private participation in the energy sector through the project-related policy dialogue: Signed two concession agreements with private companies for exploration, development and electricity generation in geothermal fields (December).	Two Agreements were signed with private companies for generation purposes and three Letters of Intent were signed with private enterprises to construct hydroelectric projects.
	Provide electrical service to 40 rural communities, with productive uses of electricity emphasis (on going).	By September, 21 communities were electrified.
	Complete phase II of Drug Abuse Awareness activities, i.e., at least six seminars and conferences by August.	All activities within Phase II were accomplished as planned.

	<u>Strategic Objectives/ Planned Actions</u>	<u>Mission Actions</u>
	Provide full amount of congressionally/earmarked funds (\$300,000) to orphanages, etc., for projects. Complement with TA (December.	No additional funds were obligated to our Child-in-Need Activity due to the Mission's decision to design a broader Project to work with Street Children. This Project will be authorized in FY 1993.
b.	<i>Mission Actions CY 1993</i>	
	Provide electrical service to 79 communities.	
	Fully install and utilize fiscal models in Fiscal Analysis Unit of the Ministry of Finance.	
	Through the Fiscal Administration Project, encourage reformulation of the Tax Code.	
	Authorize and obligate Street Kids Support Projects.	

MISSION MANAGEMENT WORKPLAN

	<u>LAC Objectives/Planned Action</u>	<u>Mission Actions</u>
1.	MANAGEMENT OBJECTIVE: IMPROVEMENTS IN PERSONNEL MANAGEMENT	
<i>a.</i>	<i>CY 1992 Accomplishments</i>	
	Implement Retirement System for FSNs	74% of FSNs enrolled in Retirement Plan.
	Convert 39 employees from manpower contract to PSCs.	35 employees converted (4 retired).
	Workshops in personnel management for supervisors.	Workshops presented to both missions on classification, writing position descriptions, evaluations and awards.
	Convert FSN evaluation process to annual event rather than on anniversary EOD.	M.O. written and system implemented.
	Reorganization of Mission as part of downsizing.	Reorganization and subsequent classifications completed.
<i>b.</i>	<i>Mission Actions - CY 1993</i>	
	Develop consolidated training plan for career enhancement, focusing on in-house training.	
	Develop effective Cash Awards system for FSNs.	
	Rectify employees' personal data and salary history.	
2.	MANAGEMENT OBJECTIVE: IMPROVEMENTS IN MANAGEMENT INFORMATION SECTION	
<i>a.</i>	<i>CY 1992 Accomplishments</i>	
	Installation of BANYAN Vines LAN System.	Plaza Uno Building rewired for the LAN installation. 185 personal computers connected to the LAN and all offices received introductory training on the LAN.

	<u>LAC Objectives/Planned Action</u>	<u>Mission Actions</u>
	Implement computer training program.	60 persons received training in Introduction to PCs; 52 persons received training in Word Perfect; 23 persons received training in Introduction to Lotus; 18 persons received training in Harvard Graphics; 28 persons received training in Banyan Vines.
	Implement maintenance contract	Contract signed with CCA/WANG to maintain all computer peripherals (PCs and Printers) and core equipment put under worldwide contract.
	Move computer equipment from ROCAP building to Plaza Uno.	Move completed.
	Replace old equipment.	Ordered and installed 83 PCs.
b.	<i>Mission Actions - CY 1993</i>	
	Continue computer training program	
	Migration of applications from the VS to the LAN using ORACLE Database.	
	Install BANYAN E-Mail	
	Implement total conversion of Mission from WANG VS to LAN (except Controller's Office)	
	Implement new systems: <ul style="list-style-type: none"> - Control of Long Distance Telephone Calls - Database of Audit Reports - Non Expendable Property System - Expendable Property System - Travel Voucher - FAR-TRIEVE - Database on GSA schedule - Explore possibility of using E-Mail for Distribution of Staff Notices 	
3.	<u>MISSION OBJECTIVE: IMPROVEMENTS IN THE GENERAL SERVICES SECTION.</u>	
a.	<i>CY 1992 Accomplishments</i>	
	Consolidate USAID and ROCAP in one building.	Construction and move completed in February 1992.

	<u>LAC Objectives/Planned Action</u>	<u>Mission Actions</u>
	Contract maintenance services of the building, warehouses, and directors' residences.	Services contracted for electrical installations, plumbing, carpentry, air conditioners, UPS system, cleaning, fumigation, and telephone plant.
	Implement Vehicle Management System to control the use of vehicles.	Program installed and information updated.
	Implement a tracking system for incoming shipments.	Database installed and information updated.
	Construction of mezzanine and receiving area in Zone 4 warehouse to improve its utilization.	Construction completed and items in warehouse relocated accordingly.
	Implement a system to control real property rented by the agency and under the LQA program.	Database installed and information updated.
	Improve the radio communication system.	Agency obtained two new frequencies and installed a repeater on Agua Volcano. The testing of the equipment failed. Contractor to identify the problem.
	Evaluation of the data and telephone communications systems.	Engineer was contracted to perform the study. The survey of the system has been completed, and the economical study is in progress.
b.	<i>Mission Actions - CY 1993</i>	
	Implement a follow-up system to improve response to GSO requests.	
	Implement a continuing training plan for Mission personnel in fire fighting and first aid.	
	Train the Motor Pool Supervisor in the use of the Vehicle Management System to facilitate all reporting requirements.	
	Develop and implement maintenance service contract for vehicle repairs.	
	Training plan for US Mission employees on the use and function of the radios and the alarm systems.	
	Study the Customs Section to find ways to speed up customs' clearances.	
	Identify and lease a warehouse for Project Support Unit furniture to replace the current building.	

	<u>LAC Objectives/Planned Action</u>	<u>Mission Actions</u>
4.	MISSION OBJECTIVE: ESTABLISH AN AUTOMATED INVENTORY SYSTEM FOR EXPENDABLE AND NON EXPENDABLE PROPERTY	
a.	<i>CY 1992 Accomplishments</i>	
	Installation of bar codes on Mission property.	Bar codes have been installed which identifies funding and property location.
	Identify and maintain inventories for USAID and ROCAP.	Seven unique inventories have been established which identify property for USAID, ROCAP, RHUDO and funding source.
b.	<i>Mission Actions - CY 1993</i>	
	Establish an expendable property inventory	
	Train warehouse and GSO staff in the automation of the expendable property inventory.	
	Establish an automated non-expendable property inventory.	
5.	MANAGEMENT OBJECTIVE: PROVIDE TRAINING IN PROJECT IMPLEMENTATION AND IN OTHER RELATED AREAS TO MISSION PERSONNEL	
a.	<i>CY 1992 Accomplishments</i>	
	Sponsor the project implementation course for USAID/Guatemala	PIC was conducted at post on May 1992.
b.	<i>Mission Actions - CY 1993</i>	
	Design follow up workshops in project implementation as it relates to Mission activities.	
	Provide training in financial management and project design relative to Mission personnel.	
	Conduct procurement integrity and ethics workshop.	
6.	MISSION OBJECTIVE: ESTABLISH A VITAL RECORDS PROGRAM AS PRESCRIBED IN THE EMERGENCY ACTION PLAN	
b.	<i>Mission Actions - CY 1993</i>	

	<u>LAC Objectives/Planned Action</u>	<u>Mission Actions</u>
	Establish safe haven storage for vital records.	
7.	MISSION OBJECTIVE: ESTABLISH A SERIES OF BLANKET PURCHASE AGREEMENTS (BPAs) TO FURTHER STREAMLINE OPERATING EXPENSE PROCUREMENT ACTIVITIES	
<i>b.</i>	<i>Mission Actions - CY 1993</i>	
	Establish Blanket Purchase Agreements.	
	In-house training in procurement procedures.	
8.	MISSION OBJECTIVE: ESTABLISH PROCEDURES TO FACILITATE THE PROCESSING OF TRAVEL FUNCTIONS	
<i>a.</i>	<i>CY 1992 Accomplishments</i>	
	Reorganizations of the Travel Section	Established a travel assistant position, exclusively responsible for the Regional Mission's travel.
	Establish travel agent contract.	New travel agent was contracted providing additional staff members to absorb the Mission's personal travel activities.
<i>b.</i>	<i>Mission Actions CY 1993</i>	
	Implement Mission Order outlining criteria for processing travel functions.	
	Training of Mission personnel in new travel procedures.	