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GUATEMALA PROJECT

CHILDREN IN NEED PROJECT - CINP

On-Site Project
18 July - August 1992

By George Coleman & Don D. Roose
of Atlantic Resources Corporation
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Children in Need/Guatemala Project - CINP

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EXECUTIVE SUMMARY

During a 15-day consultation in Guatemala, a two-person consultant team visited SHARE, Casa Alianza, other Guatemalan and international organizations engaged in the delivery of services and in providing training, technical assistance, research and evaluation of Children-in-Need Projects [CINP]. They concluded that, after a slow start, the effects of the AID grant for support and expansion of CINP projects were having an effect.

To improve the impact of AID resources, the team recommended:

AID should issue three grants to continue the expansion of the CINP:

- * a continuing grant to SHARE primarily for rural areas;
 - * a separate grant to Casa Alianza for urban areas;
 - * a grant for technical assistance and training, systems design, etc. to a group such as IDEAS.
-
- AID should require SHARE to have subgrantees demonstrate a sufficient level of financial responsibility prior to granting funds.
 - AID should terminate its present arrangement with WORLD/SHARE and continue ongoing activities through a grant with SHARE/Guatemala.
 - AID should continue to use the CINP Review Committee and reactivate the Mission CINP committee.
 - AID should have a followup CINP review during Fiscal Year 1993.

CHILDREN IN NEED/GUATEMALA PROJECT

**A Project Update Report Prepared
for USAID/Guatemala Mission**

August, 1992
by George Coleman & Don D. Roose,
Consultants

On-Site Evaluation
18 July - 01 August 1992

I. Background:

A project options paper entitled "**Guatemala - Orphans, Street Children & Displaced Children**" [Atlantic Resources Corporation, 40-pp., May, 1991] was written by George Coleman, the senior consultant for this followup consultation. This major report described the scope of the problem with orphans, street and displaced children in Guatemala. The report analyzed existing programs attempting to ameliorate the situation. The consultant described the justification for implementing this type of program assistance, discussing the visible family disintegration and growing number of children outside of the nuclear family.

The consultant recommended USAID financial assistance to affect basic and fundamental services. The recommended **Direct Services** included:

- * Child Feeding Programs
- * Provision of Primary Health Services
- * Clothing & Shelter, particularly small Group Homes
- * Formal and Informal Education
- * Reorientation of Street Children & Orphans

Among the important **Objectives** recommended in a project grant were:

- "Increase the number of children receiving services."
- "Improve the ability of service agencies to coordinate, plan, manage and sustain their activities."
- "De-institutionalize, wherever possible, the treatment and sheltering of these children."
- "Lengthen the time a children is able to spend in school or in skills acquisitions."
- "Improve in general their [affected children in the participating programs] health status by providing access to medical personnel, medicines and immunizations and improved nutrition."
- "Enhance the emotional and psychosocial development of the [affected] children."

The May 1991 consulting report recommended USAID project assistance be administered by a primary private voluntary organization currently operating in Guatemala. After a review of various agencies, it was recommended that SHARE/Guatemala be the lead agency. Sub-grants would be received and considered by a Project Review Committee to be established, with grants to be awarded to other non-profit Guatemalan agencies in the capital and in rural regions. One factor in considering SHARE over other organizations was the need to "--- establish financial and project monitoring controls which would not require a large drain of available funds for overhead and administration."

An annual \$550,000 level of funding was recommended with \$450,000 to be earmarked for shelter and service delivery, \$50,000 for technical assistance activities and \$50,000 for administrative and financial management.

Finally, longer-term consideration of encouraging and implementing income-generating projects in the future was recommended to partially address the project's sustainability and feasibility.

Subsequently, USAID Children in Need Project Grant No.520-0409-6-00-1297-00 was implemented on 30 September 1991 covering Fiscal Years 1992 and 1993. This was a grant to SHARE/Guatemala. The amount obligated was us\$300,000, subsequently amended to a total of us\$368,712.

II. Purpose of On-Site Evaluation:

The purpose of the current consultants visit is to define the Children in Need/Guatemala grant (CINP) project design. The design will consider a possible three-to-four years timeframe with a potential \$2,000,000-to-\$3,000,000 total grant monies. The consultants also will focus on the future role which SHARE, the lead agency, could play with the CINP.

Examination will include the mission and structure of this grant and to consider possible alternative organizations as the primary grantee agency. An analysis will include grant considerations, selection, monitoring, reporting and evaluation/followup.

Different models will be considered for the purpose of determining an increased and effective method of delivering the CINP services.

III. On-Site Contacts:

Various contacts were made during the 18 July/01 August 1992 period the consultants were in Guatemala. These included observations, interviews and conferences in the capital and various sub-grantee site visits.

A detailed listing and analysis of the organizations contacted is found in:

**Appendix I - "Catalogue & Description
of Agencies Interviewed."**

A chronological listing of agencies and individuals contacted is found in:

Appendix II - "Consultant Interviews 18-29 July 1992."

IV. Programmatic Design Models:

Extensive conferences and observations with a wide range of Guatemalan agencies and international organizations currently operating in this country; plus discussions with executives, supervisory and line staff; with enrolled [participating] children in need and with other displaced children suggest the following programmatic design models be considered for the Guatemalan Children in Need Project.

A brief explanation of each model is found below, with comments on the possible strengths and weaknesses of each model.

A. Umbrella/Consortium:

An umbrella PVO could offer contract administration, overview, reporting, and administering subgrants with subgrantees [direct service providers] delivering the program services to clients.

Examples of this model would be ASINDES, the "Asociacion de Entidades de Desarrollo y del Servicio No Gubernamentales de Guatemala" or CONANI, the "Comision Nacional 'Accion por los Ninos'."

Conversations with executives representing these entities suggest that while these local consortiums are comfortable with workshops, forums, conferences and providing information banks, they do not have the capacity nor management experience to administer the project design of a grant of the scope of the Children in Need program.

B. International PVO/Prime Grantee:

This model utilizes an international private voluntary organization to administer, monitor and report on the CINP grant. It would deliver services to clients while simultaneously serving as the prime grantee, with a wider scope of programs and services delivered through subgrants with other PVOs.

The strength of this model is that all administrative, programmatic, coordinating and reporting responsibilities can be centralized into one prime grantee. The weakness of this model is that all necessary functions may not be within the experience and expertise of the prime grantee agency. Also, the organization is susceptible to criticism when there is an appearance that it can decide to award a smaller grant to another PVO while receiving funds itself to deliver other services that are perceived to be more desirable.

SHARE/Guatemala is an example of this model and is the vehicle of the current contract with USAID.

C. Direct Service Provider:

This model is similar to the International PVO/Prime Grantee described above except that the CINP grant is managed through a local agency providing services directly to children in need.

This model could potentially allow the direct service provider agency with additional funding to enhance and broaden its service delivery components to more children. The same weaknesses of not having the technical assistance/training and experience with international grant requirements exists with this model.

Casa Alianza is an example of this model and currently is a subgrantee [through SHARE/Guatemala] of the CINP.

D. Multiple Service Providers:

Through this model, AID issues Request-for Proposals [RFPs], awarding multiple contracts to local PVOs, to deliver services in each of the "Children in Need" components.

D. Multiple Service Providers [continued]:

This model could obtain the strengths of the proven achievements of more than one organization while avoiding the areas which a local agency might not have experience or might be weak [i.e., enhancing and broadening the services of a grass-roots agency while not asking it to provide the necessary technical assistance and training of professionals, an area it might not have a track record in providing.]

E. Host Government:

While this is a possible service delivery model, the consultants were not asked to consider this. The present effort of the PVO community in Guatemala is an active presence and capable of delivering the services required of this grant through non-governmental channels.

V. Continuing Project Design - Options & Recommendations:

After reviewing the experience and data obtained through field visits, interviews and review of the various documents produced by the various Guatemalan and international agencies, the consultant team recommends the following actions, utilizing the **multiple service providers model**:

A. AID should initiate a series of three grants or contracts to continue the expansion of the CINP. This initiative should assure a balanced, coherent, manageable, and accountable program of activities.

1. AID would continue the international PVO/Prime Contractor arrangement with SHARE. They have made a commendable start and are amenable to technical assistance and staff development efforts that would enhance their present operations and management. This effort would allow SHARE to expand its support to the ten of the eleven present sub-grantees and add on a number of other agencies that have already submitted acceptable proposals or will do so in the future.

The focus of this arrangement would be to enhance activities primarily in the rural areas and to pursue the development of Centers for the Child at Risk in more remote areas of Guatemala. Additionally, it is recommended a technical assistance position be created under the grant to provide the needed line staff technical assistance/training function which SHARE/Guatemala is capable of providing.

Development of Centers for the Child at Risk is an economical method of providing care for the children beneficiaries of this project. The approach is preventive: to use the center personnel and financial resources to help children stay in their natural families or at least within their native communities with families known to them, attend their own schools, be sheltered at home without heavy expenditures for housing, foster parents salaries, food, clothing, and education. This approach is preventive in that existing families are strengthened so that the disastrous breakdown that would throw the child into the streets does not occur. From all aspects, it is a preferable alternative to institutionalization of the child, to incarceration because of crime or violence committed in the streets, and to development of large orphanages to house the homeless.

Location of these centers should be based on a careful analysis by SHARE and AID as to the high priority areas, i.e. those areas where a combination of violence, poverty, substance abuse, etc. is causing a breakdown in family structure. Such areas include the western altiplano and northern mountain areas of Guatemala. A survey of available governmental and NGO data on these areas should be made to assist in this exercise of prioritization.

2. AID should require that the SHARE participating rural organizations demonstrate during the project submission process that each potential sub-grantee has a sufficient minimum level of financial capability, personnel and expertise to accept, expend, monitor and report, in a timely and accurate manner, all CINP sub-grant funding.

3. AID should separate out from the present portfolio of SHARE the support of Casa Alianza. This agency has already proven its merit as a Guatemalan agency capable of sophisticated management in the Ninos de la Calle vanguard.

The focus of these Casa Alianza activities supported by AID would be in the urban areas, the capital and larger concentrations of population in the interior of Guatemala.

It is clear that the philosophy of Casa Alianza, its management capabilities and its proven project impetus dovetail closely with the philosophy and criteria of AID for action in this field. It is also clear that the present arrangement with SHARE is an unnecessary impediment to the timely and rapid development of expanded activities by Casa Alianza.

4. AID should negotiate a new grant arrangement with an organization such as IDEAS, which has demonstrated competence in providing technical assistance and training in the field of ninos and other development areas. This focus of this effort would provide stimulation and structure to SHARE, Casa Alianza and participating sub-grantee organizations, receiving support from AID, to develop and implement more effective services, training activities, and management.

IDEAS, for example, is capable of providing expertise in a number of areas discussed in previous sections of this report. These areas include impact analysis, evaluation systems, data collection and management, design of training action plans and carefully designed strategies for development of key technical staff of the major grantees and their beneficiaries.

In designing this project activity, AID should consider whether the configuration for services delivered under this arrangement would take the form of an IQC or be for a group of activities planned in advance in consultation with the recipient organizations.

5. While any future grant amount is not known to the consultant team, it is recommended that the following grant percentage/breakdown range could be considered by AID, taking into account the Project Design team recommendations, the actual proposed projects submitted by SHARE and prospective subgrantees and project proposals from Casa Alianza:

- SHARE/Guatemala and Participating Sub-grantees:
50%-to-60% of the Grant Amount.
- Casa Alianza:
30%-to-40% of the Grant Amount.
- IDEAS/Technical Assistance/Training:
05%-to-10% of the Grant Amount.

B. AID should terminate its present arrangement with WORLD/SHARE, if such an agreement in fact exists. It appears that SHARE/Guatemala is doing all of the work and WORLD/SHARE is collecting an overhead for little justification.

The current signed contract dated 30 September 1991 is between the USAID/Guatemala mission and SHARE/Guatemala. The WORLD/SHARE office apportioned us\$15,000 or 17% of the initial us\$90,000 advance payment as overhead for their San Diego, CA office. The consultants requested a breakdown of the home office's direct or indirect services given on behalf of the SHARE/Guatemala Children in Need Project. We were told that because San Diego had not received any AID notification of the consultants' role with this field visit, that this information will not be made available.

Given the fact the contract calls for a provisional 11% overhead, it is recommended that any overhead arrangement be directed to the local CINP efforts and expenditures. This would be in line with AID grant contracts made under the CINP umbrella with organizations functioning inside Guatemala on behalf of the CINP goals. Such a termination may not be politically feasible, but would be less costly and worth exploring.

- C. AID should continue to utilize the Children in Need Project Review Committee [PRC]. Participants at various levels of the CINP have stated this committee provides worthwhile and useful review and approval [or disapproval or suggestions for project design changes] functions for projects which are submitted for funding.
- D. AID should reactivate the Mission CIN Project Design Committee which functioned in 1991 and which could assist the CIN Project in coordinating and expanding the potential range of technical assistance for the project. This committee with its representation of expertise in health, education, management, the environment, maternal and child health, etc. can bring unique intellectual support to this project.
- E. AID should schedule another followup CINP review at an appropriate time during the 1993 fiscal year, to evaluate and monitor the program design and grant/contract changes contained in this report.

VI. Other Observations/Commentaries:

A. SHARE TECHNICAL ASSISTANCE AND TRAINING:

SHARE, in initiating the program activities of the children in need project, had proposed a fairly substantial amount (\$175,000) of the proposed \$475,000 for the purpose of providing technical assistance and training for the subgrantee operations. At this date, it is not clear actually how much of this will be needed but as noted later, successful training activities are underway and should require substantial expenditure.

Not so clear at this stage is the level of technical assistance, as distinct from training activities. From observations in the field sites visited, it is clear that the SHARE field supervisory staff is competent, appropriate in their suggestions to subgrantees regarding innovations in operational and technical approaches, and well received by subgrantee personnel. The field supervisory staff, particularly the pediatrician and the management director, responded easily to questions of procedures posed by the subgrantee leaders. SHARE staff was responsive, relevant and clear in the type of information given to these service deliverers.

Aside from the questions that are raised regarding types of training to be offered to day care staff or questions of logistics support, field supervisory staff were also involved in questions of financial management. Although a stated part of technical assistance, the questions of impact analysis, evaluation, program reporting did not seem to be as prevalent in the discussions of supervisory staff with field project staff, but these areas may be covered on other occasions.

It is possible, too, that SHARE staff itself could benefit from some training development in this area. At least, a future design team might investigate this potential need and build in provision for funding such activities.

From observation at the training site, it seemed apparent that the SHARE supervisory staff was able to handle competently the questions posed by subgrantee staff regarding:

- details of training in how to stimulate children (see below),
- how to organize services,
- how to satisfy financial accounting, etc.

Judging by the apparent delays in reporting, receiving funds and processing expenditures of the project since initiation, there seemed to be a need for some more planned, systematic approach to providing technical assistance to subgrantees in financial management. There are delays in providing SHARE and AID sufficient information for a replenishment of funds for expanding the next phase of the project.

None of the above statements, however, is intended to diminish the general feeling of confidence in the SHARE field supervision staff consisting of Dr. Fernando Rivera and Ruby Ortiz, the project director. Both are professionally qualified, responsive individuals and well able to carry out their responsibilities for providing technical assistance and training support for this project.

They would benefit from and want occasional enrichment through technical assistance from outside SHARE, in such areas as systems design or impact analysis. SHARE has stated from the beginning its openness to seeking competent technical assistance and training resources from outside its own organization by calling on Guatemalan agencies, international NGOs, the Peace Corps or donor groups for new skills and programmatic innovations.

The consultant team visited an ongoing training workshop for the improvement of the skills of nineros (day care workers). If this is an example of all the training undertaken by SHARE, then congratulations are in order.

The training undertaken seemed very appropriate. The training contractor used very innovative techniques of instruction to impart the knowledge and skills desired. The participants were intensely involved in the activities, shared their experiences and from their account, learned new skills during the training period.

Of special significance was the practical approach to developing skills. The nineros were briefly instructed as to new approaches that would stimulate children at various ages, then were allowed to try these approaches on children who were brought to the training site. The children responded to the stimulation appropriately and noticeably reinforced the training experience of the participants.

After these exposures to real experience, the subgroups of trainees united in a plenary session to exchange their experiences and strengthen their retention of newly-acquired skills.

The antecedents leading to the development of this type of workshop comprise an interesting process. SHARE, through personal contacts, letters, telegrams and a newspaper notice, announced its intention to invite training proposals to help in the development of service delivery. Some 150 individuals representing perhaps 40 or 50 different organizations attended a meeting at which SHARE presented its training needs in great detail.

This presentation included a description of the population, training areas including socio-economic factors, profile of the children at risk, techniques for teaching, apprenticeships, communication, administration including financial controls, resource development, self financing and project sustainability, legal aspects, legislation in support of the children and the children's human rights.

Also in support of these service projects was the plan to develop supervision, monitoring, evaluation and management systems.

SHARE also presented a list of specific workshops by title, indicating particular focus of each and details on certain workshops such as health education and preventive actions, growth and development of child, adolescent sex education, family planning, pediatric care, MCH, drug abuse and community health activities.

SHARE developed a protocol by which to evaluate training proposals received from several dozen firms after this meeting. It selected eight for interviews and rated each on a number of factors, including services offered, ability to service the time requirements and the planned sites for delivery of workshops.

SHARE also considered as a positive factor for ultimate selection the expressed willingness to receive supervision and evaluation from SHARE's staff. Other factors rated were the general and specific experience of the firm in the child at risk area and the quality of its personnel.

Because of its ability to function in all training areas, the quality of its personnel, and its expression of flexibility of schedule, the firm of MAYA Consultoria Profesional was chosen. Its offer was also within reasonable cost.

A number of Workshops have already been offered by SHARE:

- * In June, 1992 a workshop to assist nineros in offering information on sex education to children was held.

- * In July 1992, there have been workshops for personnel of the recipient agencies on accounting, needs assessment, project paper development, and the aforementioned early stimulation of children for nineros.
- * In August 1992, a workshop is planned for technical personnel on the development of budgets.

In establishing its training parameters, SHARE has used job analysis; studied tasks required by, for example, the nineros, to know what specific skills they need; has done in effect bench-mark surveys and utilized this data for the development of the training programs.

The consultant team would expect that the staff will continue to use these techniques to update and upgrade the various training programs to be undertaken.

B. SHARE PROJECT MANAGEMENT:

While there are some startup difficulties and areas of improvement, the local SHARE/Guatemala staff are doing an acceptable job with this project. Segregated files on the AID/CINP documents and with each of current eleven subgrantees ["afiliadas"] exist. Signed "convenios" are in the files but copies signed by both SHARE and the subgrantee organizations should be sent to each afiliada for their files. Personeria Juridica, By-Laws and other legal documentation of the participating agencies are in place in the files for eight of the sub-grantees and should be obtained for all participating organizations.

It has been noted that us\$15,000 overhead was charged and taken by the San Diego office. The local SHARE staff, including the executive director, do not know what support services were received for this fee charge, other than general discussion about some type of computer hardware and/or software. There are questions about the procedures in the salary payment of the project manager, Licda. Ruby de Ortiz. There are questions and some confusion about the Federal IVA tax and how this affects the prime and sub-grantees.

The serious current area in terms of lack of documentation is in "Liquidacion" or receipts/expenditure backup of monthly vouchers by the subgrantees. Two or three subgrantees have partial documentation and the other subgrantees have not submitted monthly vouchers at all. SHARE/Guatemala has made field visits to obtain this information, even offering simple accounting and business practices workshops. Casa Alianza had the most complete monthly

voucher documentation. SHARE returned their voucher submissions because some costs were not in the correct column on the form or there were relatively very small amounts without supporting receipts.

PLANAN is a subgrantee at the other end of the spectrum. They have not presented the necessary documents for the SHARE files. They refuse to submit vouchers or expenditure backup. They do not indicate when or if this paperwork will be forwarded to SHARE. And PLANAN generally does not cooperate in exchange of information about CINP nor participates in SHARE training sessions.

Because of this situation, the consultant team suggested the following actions which SHARE/Guatemala endorsed:

SHARE should hold a session with AID to clarify CIN Project amounts submitted; funds obligated and the current and future structure of overhead [i.e., all overhead fees to San Diego; divided with SHARE/Guatemala; fees to the local office and a breakdown of the indirect services provided in support of the CINP grant.

A session should be held with AID to clarify the details of documentation needed to support the initial us\$90,000 advance payment and to release additional payments to support the CIN project. This is particularly important if SHARE/Guatemala has only sixty days in which to properly expend the us\$68,000 additional grant for the current FY 1992. [The consultants observed a pending project file of needed programs which could utilize these funds.]

All subgrantees should be notified in writing, effective immediately, that all pending vouchers must be submitted to SHARE within a short period of time [i.e., ten working days] to support any advance payments already awarded to the subgrantee. It should be emphasized that the AID consultants strongly urge this action plus the fact that SHARE/Guatemala will have its annual audit performed on 10 August 1992 [Price-Waterhouse] and they need time to prepare their office files for this important audit.

Consideration should be made to document and notify PLANAN [Programa Latino Americano Nino a Nino] that their subgrant may be withdrawn for reasons of non-compliance. This is recommended because their lack of action warrant such a reaction and as a visible "example" to other current and future subgrantees that receiving a grant brings with it reasonable and timely financial and programmatic reporting requirements.

[Note: As of this report writing, the consultants have been told that PLANAN will be coming to the SHARE office in August, for a complete review and examination of their advance project payment and supporting expenditures to date.]

Specific written procedures, sample completed forms and explanations of categories and columns for monthly voucher submissions should be prepared, circulated and discussed with all current and future subgrantees.

It is crucial that all CINP financial activities, whether deposits or expenditures, occur through a segregated SHARE/Guatemala CINP checking account.

Recently San Diego sent a FAX indicating that a us\$5,000 deposit would be made for "overhead." This was traced to the local SHARE/Guatemala dollar checking account which is the local SHARE/Guatemala general use account. It is not known and is probably doubtful that the equivalent amount [approx q\$25000] was credited/deposited into a "Rescate al Nino" checking account that does exist.

Another example is that Dr. Rivera and Srta. Cabanas have their salary paid directly from the Rescate al Nino checking account. The Manager's salary, Licda. Ortiz, however is paid from the general SHARE/Guatemala checking account.

This is a rather simple procedural change in that all payments made to the project from whatever source and all checks written against the project should be put through the appropriate segregated Rescate al Nino account.

A "Cancelado" wet seal stamp must be affixed to all receipts. This could be a simple block stamp with space to insert the check number, the check amount and the date. This "Paid" stamp must be affixed on the face side of each receipt to avoid any future submission for double payment.

Related to the Federal IVA tax, it is suggested AID assist SHARE in clarifying the process and obligations to which registered non-profit PVO organizations are subject.

Hopefully, an appeal can be placed to the President or the First Lady's office that legitimate and registered national and international non-profit organizations be made exempt from paying this tax rather than wading through the paperwork of paying all or part of this tax and then soliciting for some type of future voucher or credit.

C. ACKNOWLEDGEMENTS:

The management team wishes to express its appreciation to Patricia O'Connor for her cooperation and planning for this consultant on-site visit. This includes her pre-visit arrangements, arrival briefing and periodic support and information-sharing which enabled the consultant team to work productively. It is worth mentioning that providing the team with an AID-office IBM laptop computer greatly enhanced the collection of information and draft report preparation, as evidenced by the preparation of a hardcopy draft report prior to departure from Guatemala. If this written draft report was helpful to the AID team to learn now the thrust of where the final report will be going ... having access to a laptop throughout the two weeks was a major asset.

Tom Delaney and his staff shared with the consultants their thoughts on the Children in Need Project, the need for a more viable project design and emphasized our liberty to come up with suggested models for a plan-of-action without strictures.

Finally, we wish to thank Ruby de Ortiz, Fernando Rivera and the SHARE Rescate al Nino staff for their very real support in enabling us to do our job. They shared their knowledge and experience of this project with us, including the programmatic and administrative shortcomings. They are truly enthusiastic and valuable members of the CINP/Guatemala project and should continue to assist AID in achieving the future CINP goals and objectives.

Appendix I

Catalogue & Description of Agencies Interviewed:

1. Asociacion SHARE/Guatemala

The description and organization of Share/Guatemala as described in the July, 1991 report [see p. 35] remain basically unchanged. The major new Share/Guatemala program in the past year has been the CINP grant agreement # 520-0409-G-1297-00. The grant agreement obligating \$us 300,000 was signed on 30 September 1991. Amendment #01 of the same date increased the obligated funds to \$us 368,712 for the length of the grant which covers fiscal years 1992 and 1993.

Major personnel changes have occurred inside the Share/Guatemala agency. Please refer to Reference Document # A-01 for a detailed summary of twelve [12] staff changes. These involve the hiring of CINP staff which include:

- * CINP Project Manager: Licda. Ruby ORTIZ [See Reference Document # A-02 for her C.V.]
- * CINP Field Supervisor: Dr. Fernndo RIVERA [See Reference Document # A-03 for his C.V.]
- * CINP Project Assistant: Srta. Ana Cabanas [See Reference Document # A-04 for her C.V.]
- * Share/Guatemala Permanent Executive Director as of 29 June 1992: Mr. Sean GALLAGHER. [The Share Executive Director salary is not a project line item.]

There appears to be an acceptable level of organizational support for the CIN project. Office space, furniture and equipment is adequate. Supplies for teaching and administrative functions were observed to be adequate. SHARE/Guatemala vehicles are provided and scheduled for the project. The CINP staff told both consultants that the executive director is available to lend support, advice and assistance on CINP organizational and programmatic problems and issues.

The 1990 Annual Report of World/Share states that Share/Guatemala was organized on 09-01-87 as a non-profit agency for the purpose of:

"---promoting, organizing and implementing the supply and distribution of food for individuals wishing to participate in self-help programs."

[# A-10, p.15]

This Report states it commenced operations during December, 1986 or prior to formal organization of the local entity. [see page 15 for details]. This suggests the purposes of Share/Guatemala should be broadened to include such activities as CINP which are not directly related to food distribution.

During one of our conferences with the Share/Guatemala director, he indicated Share/US has approximately 384,000 food recipients and Share/Mexico has about 1,000,000 individuals [approx. 350,000 families] as of April, 1992. The typical needy U.S. recipients receive about \$13-\$30 worth of food such as fresh fruits, vegetables and chicken.

The Share/Guatemala staff totals 29 with operations in 22 affiliate-host sites. The local director reviewed the current major programmatic operations which include:

- * Maternal & Child Health, benefitting 15,000 malnourished children under the age of 5 receiving services;
- * Natural Resource Conservation, developing and promoting training and technical support reaching 45 rural communities;
- * Community Infrastructure involving 28 projects and Food-for-Work incentives;
- * Other PL480 Child Feeding Programs;
- * Communal Banks/Savings Clubs, currently involving more than 300 Mothers who have received at least an equivalent us\$50 loan, through 10 community banks [all but one Mother have repaid the 30% annual interest loan within one year];
- * Children in Need Project/CINP, funded by AID.

2. ASINDES

Asociacion de Entidades de Desarrolla Y de Servicio No Gubernamentales de Guatemala

A conference was held at the ASINDES office with the two consultants and Ligia Orantes Palma, Technical Assistance Director, Edgar Roberto Avila, Administrative Director and Luis Tuchan, Education Coordinator.

ASINDES currently has 47 affiliate organizations. These member agencies represent a wide spectrum of social/development activities. Their office is ample with a small meeting room and houses a staff of ten, including two consultants. Their 1991 budget was Q\$1,353,486. Ms. Palma indicated the current 1992 budget is in the Q\$6,000,000 range.

The four major areas of ASINDES activity are agriculture, education, health and small business. They offer a variety of technical assistance, for example tips and training on accounting and budgeting. They hold two meetings monthly for each of the four sectors of activity. They also hold three general meetings annually, including the election of board officers.

The ASINDES staff indicated they would like to unite non-profit organizations. Workshops and forums seem to be the vehicle by which they attempt to unite the not-for-profit world. They state they are committed to child survival in Guatemala and believe they have the ability to coordinate funds and programs.

They were interested in knowing more about the CIN Project and indicated one of the general meetings was later on the same week as our interview. They said an invitation would be extended to the consultants but this did not materialize.

While more active and with a larger staff and budget than CONANI, it is our opinion that there currently is not a role for ASINDES with the suggested model for a future CINI plan-of-action, involving a lead agency for the CINI in urban Guatemala, another for the rural countryside and a proven technical assistance - training-research component/organization.

3. Casa Alianza

This is the Guatemalan counterpart of Covenant House, New York.

The consultant team met a number of times with the staff of this dynamic organization that is now under the directorship of a competent Guatemalan psychologist, Eugenia Monterroso. Casa Alianza has a four-pronged program for reaching out and caring for 500 street children of Guatemala. They are willing to expand even more. Demand for services is practically unlimited.

The major Casa Alianza projects are:

1. Street Educators:

Casa Alianza counselors spend the day time hours on the streets of Guatemala City making contact with street children and offering them a basis of friendship and help through counseling. They offer first aid and an invitation to leave the streets and enter the Casa Alianza program. The consultant team spent part of a day walking with these counselors and observing their sensitive contact work. Their staff work the streets day and night, under trying conditions.

2. The Crisis Center:

A downtown center is open for 24 hours a day and is the first contact for the children hopefully enroute to participation in a residential setting. All immediate needs of child in crisis are met under this one roof: food, clothing, a shower, medical attention, a safe place to sleep and above all, the love and caring support that all children need. A personal development plan is developed with the full participation of the child. The crisis center takes care of an average of 50 children per night.

3. Transition Home:

An average number of 20 children are at the transition home where "resocialization" takes place. This is intended to help the children to leave the morass of the street and learn the rules of society that have never been taught to them and also to learn personal hygiene and basic health rules. The children stay an average of four or five months, before passing on to a more permanent stay at a group home.

4. Group Home:

There are presently 28 group homes with an average of 14 children in each, plus a male and female counselor as "parents". The child can live in this setting until reaching the age of 18. During this period of growth, the children are studying, working and having a real childhood. The aim is to replicate a true family environment.

This last phase represents a distinct change in the approach of Casa Alianza to care for children. Formerly, several hundred children were housed in the former Hotel Cortijo in Antigua. With Mrs. Monterroso's advent as director, the organization founded small homes for these children in family units described above. Casa Alianza is in process of seeking a buyer for the hotel, which sale will provide additional revenue for the group homes phase. In doing so, Casa Alianza is a leader in Guatemala in the movement to de-institutionalize child care.

Casa Alianza is also an example of a Guatemalan organization dealing with street and other displaced children that has developed a competent, integrated management capability. They presented their CINP project to the committee in February, 1992, signed an agreement with SHARE in April, received us\$20158.24 and began to deliver its services with monthly reports prepared and sent to the SHARE office. The monthly vouchers and financial backup appear

generally acceptable; some small amounts are not in the correct column and very small expenditures needed supporting receipts.

Casa Alianza has a segregated account, proper project files and a perusal indicates they are up-to-date, working files. The agency's accountant was knowledgeable of the project's financial activities and both he and the Casa Alianza director answered all queries about the project's activities. They have adequate business and financial offices and space, including locked metal files.

The consultants did urge they have a copy of the formal SHARE agreement which is signed by the SHARE director. Additionally, it was strongly urged they utilize a "cancelled" wet seal stamp on the front of each bill, indicating the check number, date, and amount to avoid double-billing. Currently, they utilize a simple "cancelado" stamp on the reverse side of paid billings.

The rapport between Casa Alianza staff and children in several stages of integration into the sheltered system of protection is apparent. The ability of Mrs. Monterroso and her technical staff to deal with program nuances and technical aspects of child care is also obvious. What is even more impressive is the love and tender care that these children receive, within the Casa Alianza haven. The model is there for replication by other Guatemalan agencies and in other countries.

As Casa Alianza develops its programs, its staff can serve as technical assistance and training resources for other groups; they seem to have found through dint of experience, trial and error, and careful monitoring, many solutions to meeting the needs of street children.

It is clear that Casa Alianza is not receiving sufficient resources from AID under the present subgrant from SHARE. Its own estimates (which, of course, should be checked by AID during a project design exercise) indicate a capacity to absorb productively an additional \$500,000 during a three year period in three specific service-delivery areas:

- Street Education - \$150,000 to double the size of its outreach program by adding work in 3 of the 4 zones of Guatemala City where street children exist in large numbers.
- Opening four group homes, demand for which is being increased by the work of the street educators - at an average cost of \$2,000 per child per year for total services, including residence, school, food, clothes, therapy;, etc. This cost is less than half of the cost to maintain a child in jail. The total amount indicated by Casa Alianza is \$324,000, that is, four group homes at \$27,000 each per year for three years.

Providing services to children who are ready for reintegration with their natural families or extended families as each case may indicate. These funds (roughly \$150,000) would provide therapy and follow-up supportive services for 500 children, from start of reintegration to a period following the return of the child to his natural family. An additional 1500 children would benefit from the family therapy and follow up-services.

These are carefully thought-through program expansions that should be of interest to AID as it seeks to place its resources for the child in need program. The consultant team was impressed with the professionalism and integrity of the Casa Alianza staff and its operations.

4. ChildHope

The consultants met with the project director, Sra. Reyna de Leon de Contreras, at the ChildHope office. The Director, Lic. Cardona, was out of the office and unavailable.

Formed in 1986, ChildHope has a 5-7 member national Guatemalan board. Five employees make up both the small national and regional office. The executive director, project director, secretary - receptionist, educator and accountant make up their staff. The funds/budget is limited in size and in scope. The project director stated: "we want funds only for experimental programs, for evaluations and research."

According to the project director, the highlights of ChildHope's projects which have been successfully completed include:

- * Defending the Rights of children.
- * Assistance to Women's Groups.
- * Research and publication about the living conditions of Working Children and Street Children in Central America.
- * Seminary and publication of "Public Policy and Conditions of the Central American and Mexican Family."
- * Health Manuals.
- * Courses for Street Educators.
- * Audio/Visual materials about Drug Addiction.
- * Experimental Project on Cholera.
- * Financial Assistance for four projects [unidentified].
- * Publication of an Information Bulletin.

After the consultants described the scope and programming of the CIN Project, the ChildHope representative replied that they would be very supportive of increased efforts for the CINP but that ChildHope does not have the capacity, staff nor basic purpose/activity to directly participate.

5. CONANI

A conference was held at the CONANI office with the executive director, Sr. Mario Diaz. Mr. Diaz reviewed the CONANI objectives and services which essentially remain the same as last year's report.

Mr. Diaz stated a summary of their objectives includes improving the condition of street children through:

- interchange of program information of member agencies;
- research the street children situation and their needs;
- training of personnel;
- provide technical help with projects;
- increase awareness of the plight of street children among the Guatemalan populace; and,
- promote legislative, legal and political reforms as they affect street children.

Mr. Diaz indicated the basic services include seminars, workshops, conferences, technical advice, and a very extensive 400+ pp. computerized information bank/Guide of PVOs working in Guatemala. [He mentioned they did not have the funds to publish this PVO Guide/reference; hence, only one office desk copy exists.]

CONANI's capacity to contribute to any future CINP component is limited. The office space consists of three individual offices, all filled. The only office computer is the personal property of Senor Diaz who pointed out he brings it from home [and presumably returns it there from time to time]. Their staff consists of the executive director, a secretary, a parttime communications resource person and some type of university student placement.

Their UNICEF budget revenue is small and Mr. Diaz is increasingly depending on local corporate donations [including in-kind contributions such as a printing company running off meeting notices] so that CONANI can continue to operate. They only have 17 current organizational members which pay a modest annual quota/dues.

6. Foster Parents Plan International - PLAN

Charles Winkler has been the executive director of the PLAN Guatemala City central office for the past five years. There is another PLAN director, not under Winkler's responsibility, in the interior. His staff manages a variety of programs for about 10,500 enrolled poor families located in rural regions outside of the capital. Various community development projects, outpatient medical services, and education programs highlight the PLAN - Guatemala agency.

Sponsoring "foster parents" are from a various developed countries such as the U.S., Canada, Australia, Holland, England, Germany and Japan. They number more than 600,000 worldwide. Case histories, exchanges of personal letters, annual progress reports and holiday, birthday and special cash gifts are part of the symbolic "foster family" sponsorship relationship.

The executive director is aware and supportive of both the SHARE and Case Alianza leadership and programs. He believes the ASINDES meetings are essentially a waste of time unless you are a small, struggling grass-roots Guatemalas agency in which case, some of the training workshops could be helpful to line staff. He is not aware of any meaningful CONANI programs.

The director stated PLAN Guatemala is already growing at a rapid and large pace and that while he is aware and supporting of the Children in Need Project, he does not see his agency as part of any future AID grant or sub-grant relationship.

7. IDEAS

Interamerican Development Advisory Services, Ltd - DataPro S.A., located in Guatemala City is the Guatemalan affiliate of IDEAS. It provides technical support to agencies working in the areas of health, nutrition, education, training, and other development areas of interest to this project. We met with Isabel Nieves who coordinates social science research, Wende Skidmore DuFlon who is in social marketing and briefly with Bruce Newman, IDEAS president.

The quality of this core staff and their description of the skills of consultants available through their network is impressive. They seem professionally qualified, able to respond in Guatemala on brief notice and specifically stated their interest in the Children in Need/CIN project.

We reviewed the potential need for technical assistance, staff development and design of training plans for the CIN project. IDEAS staff has appropriate skills in program planning and evaluation, research and survey design, systems design and management, and curriculum design including the training and logistic aspects of training. They should be of special assistance in the apparent need within the project to develop staff skills in project planning, management systems to improve impact analysis and financial accountability, and more coordinated planning of the training needs for the SHARE component of the CIN project.

In addition, a specific IDEAS project, Juvenile Tutors, where adolescents are trained to act as academic tutors to children of selected zones of Guatemala city, could easily be adapted to this project and be used to complement or reinforce project activities of SHARE subgrantees and Casa Alianza.

8. Misioneros del Camino

This project, a rural home and residential school for eventually 200 children has received promises of \$20,000 dollars from SHARE. Originally the assistance was to be for operational support but rethinking may change the nature of support to capital investment for much needed housing.

The site is a former public school built by AID but never activated. Now the buildings are being repaired, expanded, electrified, and provided with water and sanitation. This site will provide education for resident children and children of the community, will teach marketable skills, have a medical clinic and health education. The site is excellent but needs completion and work to that end seems to be a slow process.

It is hoped that living units will be smaller than originally planned so that children will develop a sense of identity with a family groups and not feel lost in a very large institution. This should be carefully monitored.

9. PAMI

The Proyecto de Apoyo Para la Salud Materno Infantil is directed under the Experiment in International Living (EIL) by Susan Hewes de Calderon and her husband Dr. Calderon, a medical doctor. PAMI seeks to develop alternative ways of delivering maternal/child health services in rural areas and marginal urban zones of Guatemala. It attempts to improve health through education

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services, preventive efforts, clinical curative services and improved nutrition of people with scarce resources. Its current projects are in Guatemala city, Chimaltenango, San Marcos, El Progreso, Jalapa, Solola and Huehuetenango.

PAMI has developed a comprehensive, well-planned health education campaign for mothers that incorporates the cultural background of the mothers and their current understanding of health and hygiene with the idea of changing their knowledge and attitudes so as to encourage healthful changes in their lifestyle and that of their children.

PAMI's impressive listing of achievements during 1990-1991 can be found in the D-02 reference document.

PAMI is in danger of a severe reduction in funding because of an AID policy that requires termination of projects after ten years. Discussing this with PAMI director Susan Calderon, we understand that PAMI has actually only received several years of assistance but the grant umbrella (EIL) which gives them funds has been active for ten years. It would seem that this dynamic couple (she a public health specialist and he a pediatrician) and PAMI should not lose out on this technicality.

Perhaps AID/Guatemala could review their plight and devise an alternative means of support. PAMI, for example, could be helpful to SHARE; they bring reality in their approach to health programs for maternal/child service programs in Guatemala. For example, PAMI has devised a curriculum and system to be installed in subgrantee systems to assure proper financial accounting. This system appears effective, yet is very simple and may be of use to SHARE in dealing with its subgrantees and their current problems of maintaining financial control. Such expertise should not be allowed to be lost to the project in Guatemala.

10. Parracana Cooperative,
Training Center at Santa Lucia, Utatlan, Solola.

SHARE is contributing to support of a training center for children here. Beneficiaries are 20 orphaned children who live with widowed mothers or extended families nearby. They attend public school outside the center in the morning and come to this center each afternoon to learn to cut out and sew clothing in final finished form.

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SHARE provided almost \$10,000 worth of help to the cooperative to buy sewing machines, textiles, thread, and tools. It is considering a request to build additional space on the roof of a present structure and is also interested in the plans of the cooperative members to develop other micro-industries, for which they would provide technical assistance and specific workshops in the future.

The working relations between SHARE field supervisors and the cooperative members are obviously productive. There is room for expansion of assistance here in terms of training additional children and diversifying the work of the cooperative to enhance sustainability.

11. PERA

[Asociacion de "Programas Educativos Regionales de Autoayuda"]

Located in the capital and under the direction of Pilar and Jacobo Nitch, PERA uses a public school building on Sundays for a group of 68 or so young girls from Guatemala city and the interior. They are housemaids, street vendors, etc. who come to learn how to sew clothing on machines, learn simple business management, and receive literacy training. They are provided health education, instruction in self care, including personal hygiene, bathing and medical care through visits of a female physician.

PERA has received help for food, materials and machines from SHARE. They could well utilize in the future technical assistance and help with training needs. As it is non-residential, this is not a large expensive project. It is devoted to skills training, health education and career orientation, being housed in a public facility without large overhead costs and costing little in staff and material expenditures. It certainly merits continued support and would benefit from larger facilities in the future if they are to serve adequately the future planned number of 163 enrollees.

12. San Jose Guarderia,

El Rancho, el Progreso Department

This guarderia, under the direction of Mother Antonieta Coloma, a nurse, assists orphaned children and children of unmarried and working mothers. It has received a subgrant of \$15,600 dollars from SHARE for materials and operating support for one year.

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This appears to be a dynamic project. Some 71 children receive meals and care during the day, including 51 school children. There is a clinic which makes 45-50 community consultations per day and has limited laboratory facilities for tests of blood, urine, feces, etc. However, it lacks adequate lab equipment and is seeking the help of outside agencies for this equipment.

13. TODOS JUNTOS:

A project near Totonicapan at three communities, including Rancho de Teja, Chuicaxtun and La Calera.

For orphans living in these communities with single parent or extended families, there has been developed a multi-disciplinary training project. SHARE will contribute approximately \$18,000 for operational support of a pilot program in which children learn bread-baking skills, shoemaking and vegetable gardening for consumption and marketing.

The atmosphere of this center is homey. The children are alert, obviously responding to good care and affection. They are engrossed in a productive learning situation. This is an ideal project to be financed under the SHARE grant and should be expanded in the future with careful injections of technical assistance and training to encourage eventual sustainability.

Appendix II

Consultant Interviews - 18/29 July 1992:

18 July
Saturday

Patricia O'Connor,
USAID, Guatemala

19 July
Sunday

Review of Documentation on project.

20 July
Monday

Tom Delaney,
Patricia O'Connor
Sylvia de Alvarado
USAID

21 July
Tuesday

Sean Gallagher, Executive Director
Ruby Ortiz, CINP Manager
Fernando Rivera, CINP Field Supervisor
Share/Guatemala
5a Avenida 8-07, Zona 10
Tel. 34708 - 347118 - 327174

22 July
Wednesday

USAID

San Jose Guarderia, Mother Antonieta Coloma, Dir.
El Rancho
El Progreso
Casa Alianza - Visit to an hogar

Charles Winkler, Executive Director
Foster Parents Plan International
11 Calle 1-23, Zona 9
Tel. 317289

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23 July
Thursday

Dale Humphrey
P.L. 480 Food Program
USAID

Sra. Reyna de Leon de Contreras, Program Director
ChildHope
6a Calle 6-11, Zona 10
Tel. 314142 - 324507

Mrs. Susan Hewes de Calderon, MPH, Director
Dr. Calderon, Deputy Director
PAMI [Proyecto de Apoyo Para la Salud Materno
Infantil/The Experiment in International Living]
15 Calle "A" 14-40, Zona 10
Tel: 68-03-83

24 July
Friday

Roberto Perdomo
Trade & Investment Office
USAID

Ligia Orantes Palma, Technical Assistance Director
Sr. Edgar Roberto Avila, Administrator
Sr. Luis Tuchan, Education Coordinator
ASINDES [Asociacion de Entidades de Desarrollo y de
Servicio No Gubernamentales de Guatemala]
4a. Avenida "A" 7-70, Zona 10
Tel. 319931 [FAX 502-319931]
[Note: The Executive Director, Cristian Lorena
Munduate, is on maternity leave and unavailable
during the time period of this field visit.]

Ruby de Ortiz; Fernando Rivera; Sean Gallagher
Share/Guatemala CINP

Leave for SHARE Training site, Panajachel

25 July
Saturday

Panajachel Training project in early stimulation of child
Parracana Cooperative training center for orphans

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26 July
Sunday

Visit to PERA, Asociacion de Proyectos Regionales de Autoayuda

27 July
Monday

Totonicapan - Todos Juntos project
Multidisciplinary training school for orphans

28 July
Tuesday

Ligia Orantes Palma,
Technical Assistance Director;
Edgar Roberto Avila,
Administrative Director;
Luis Tuchan,
Education Coordinator
ASINDES
4a Avenida "A" 7-70, Zona 10
Tel. 319931 Fax 502-319931

Isabel Nieves
Coordinator, Applied Social Sciences
IDEAS - Interamerican Development Advisory Services, Ltd.
6 Ave. 20-25, Zona 10
Edificio Plaza Maritima , Of. 5-4

29 July
Wednesday

Mario Diaz,
Executive Director
CONANI - Comision Nacional "Accion por los Ninos,"
[National Action Commission for Children]
11 Calle # 10-56 [4th. Floor], Zona 1
Tel. 530582 - 530583

30 July
Thursday

Writeup of consultant draft report

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31 July
Friday

Tom Delaney;
Patricia O'Connor;
Sylvia Alvarado
USAID Mission
[Consultant Briefing with Summary & Recommendations]

01 August
Saturday Visit to Casa Alianza Antigua operations &
anniversary observation

02 August
Sunday

(enroute to Mexico)
Bruce Harris,
Latin America Regional Director
Covenant House
Fundacion Casa Alianza Mexico
Londres #54 - Col. Juarez
C.P 06600 - Apdo. Postal 61132
Tel. 208-4854 - 208-4999 - 208-7146 Fax/208-4278

Reference Documents

Note: These reference documents will be forwarded to Ms. Patricia O'Connor, Health Project Director, USIAD - Guatemala Mission. Requests for copies of these materials should be made to her office.

A. SHARE/World & Guatemala:

- # A-01 Share/Guatemala Personnel Changes [Circular dated 20 July 1992].
- # A-02 Curriculum Vitae of Ruby ORTIZ/SHARE.
- # A-03 Curriculum Vitae of Fernando RIVERA/SHARE.
- # A-04 Curriculum Vitae of Ani CABANAS/SHARE.
- # A-05 SHARE Proposal dated 26 August 1991, 36-pp. with Appendices
- # A-06 AID Grant Agreement No. 520-0409-G-00-1297-00 dated 30 September 1991, with attachments, Obligating \$300,000.
- # A-07 AID Grant Agreement - Amendment No. 01, dated 30 September 1991, Obligating \$368,712 total funding.
- # A-08 Progress Report/Share-Guatemala Child In Need Project [CINP], dated January 20-June 20, 1992, 7-pp.
- # A-09 Program Summary & Course Content of Share/Guatemala for High-Risk Children, 2-pp. + 5-pp. + 7-pp.
- # A-10 World/Share 1990 Annual Report, 15-pp.
- # A-11 World/Share Combined Financial Statement, as of June 30, 1990, 19-pp. [unpaginated].
- # A-12 World/Share Internal Reviews, July, 1991, 13-pp.
[Note: The Share/San Diego, CA office recognized that the Share/Guatemala office needed a strengthened "management and control activities --- (to ensure) continued growth and success of (its) program." It therefore assigned a Deputy Director to the Guatemala post; this experienced person is currently the executive director in the same local Guatemala City posting.

B. CHILDOPE:

B-01 ChildHope International Annual Report,
1990-91, 20-pp.

C. IDEAS/Interamerican Development Advisory Services, Inc.:

C-01 IDEAS Corporate Capability Statement -
1992, 8-pp.

C-02 "Guatemalan Girls Scholarship Program/Lessons
Learned from a Pilot Project," Report of
Intermediate Results-1st. Phase,
June, 1992, 27-pp.

D. PAMI:

D-01 Summary of Projects Funded, Project Locations in
Guatemala, Workshops, Courses and Training
activities by PAMI, 1990-1991, 5-pp.

D-02 Maternal/Child Health Support Project Summary,
1990-1991, 4-pp.