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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D. C. 20523

GUATEMALA

PROJECT PAPER

STREET CHILDREN SUPPORT PROJECT

AID/LAC/P-822

PROJECT NUMBER: 520-0412

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AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

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2. COUNTRY/ENTITY: Guatemala

3. PROJECT NUMBER: 520-0412

4. BUREAU/OFFICE: USAID/Guatemala

5. PROJECT TITLE (maximum 40 characters): Street Children Support Project

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 12 DD 31 YY 97

7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)
A. Initial FY 93 B. Quarter 4 C. Final FY 94

8. COSTS ($000 OR EQUIVALENT $1 =)

A. FUNDING SOURCE	FIRST FY 94 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(126)	(658)	(784)	(571)	(2429)	(3000)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S. 1.						
Other U.S. 2.						
Host Country		250	250		1000	1000
Other Donor(s)						
TOTALS	126	908	1034	571	3429	4000

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1. Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
(1) DA						3000		3000	
(2)									
(3)									
(4)									
TOTALS						3000		3000	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE COD

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code							
B. Amount							

13. PROJECT PURPOSE (maximum 480 characters)

To enhance & promote the human rights of children through increasing overall public awareness of and improving the policy environment for children's rights and through improving the capacity of private voluntary organizations to design and deliver services to children in need.

14. SCHEDULED EVALUATIONS
Interim MM 06 YY 95 | MM YY | Final MM 10 YY 97

15. SOURCE/ORIGIN OF GOODS AND SERVICES
[X] 000 [ ] 941 [X] Local [ ] Other (Specify)

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a ____ page PP Amendment.)

I certify that the methods of payment and audit plans are in compliance with the payment verification policy.

Gary Byllesby, Controller

17. APPROVED BY
Signature: Terrence J. Brown
Title: Mission Director
Date Signed: MM 06 DD 22 YY 93

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
MM DD YY

AID 1330-4 (8-79)

PROJECT AUTHORIZATION

Name of Country: Guatemala

Name of Project: Street Children Support Project

Number of Project: 520-0412

1. Pursuant to Sections 102 and 104 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Street Children Support Project for Guatemala, involving planned obligations not to exceed $3,000,000 over the life of the project, subject to the availability of funds in accordance with A.I.D. OYB/allotment processes, to help in financing the foreign exchange and local currency costs of the Project. The planned life of project is until December 31, 1997.

2. The Project Purpose is to enhance and promote the basic human rights of children through: 1) increasing overall public awareness of and improving the policy environment for children's rights, and 2) improving the capacity of private voluntary organizations to design and deliver services to children in need.

3. The Project Agreements, which may be negotiated and executed by the officer(s) to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

   3.1 Source and Origin of Commodities, Nationality of Services

   Commodities financed by A.I.D. under the Project shall have their source and origin in the United States (Country Code 000), except as A.I.D. may otherwise agree in writing or as provided in paragraph 3.2 below.

   The suppliers of commodities or services shall have the United States as their place of nationality, except as A.I.D. may otherwise agree in writing or as provided in paragraph 3.2 below.

   Ocean shipping financed by A.I.D. under the Project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessels of the United States.

   Air transportation services financed under the Project shall be on U.S. flag carriers except to the extent such carriers are not "available" as such term is defined by the U.S. Fly America Act.

   3.2 Local Cost Financing

   Local cost financing, totaling $2.4 million, is authorized only to the extent

permitted by the Agency's Buy America Policy as outlined in 90 State 410442 and in HB 1B, Chapter 18. If necessary, individual waivers may be processed for procurement of goods or services which are outside exemptions to the Buy America Policy but necessary to project implementation, under the criteria stated in HB 1B, Chapter 5.

4. Waivers

A separate waiver to allow the use of $96,000 of project funds to pay the international travel costs associated with study tours of GOG and PVO personnel under the Project is attached to this authorization.

Approved _____

Disapproved _____

Date June 22, 1993

Drafted:KDelaney for TRD Date: 6/15/93

Clearances
PDSO, TDelaney TRD Date: 6/15/93
C/ODDT, BArellano EAH Date: 6/15/93
OHE, PO'Connor [illegible] Date: 6/15/93
A/RLA, MVelazquez [illegible] Date: 6/15/93
6/19/93 CONT, GByllesby [illegible] Date: 6/21/93
DDIR, SWingert for TRD Date:

P:\public\docs\kidsauth

Street Children Support Project
No. 520-0412

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List of Abbreviations and Acronyms

APROFAM	Associacion Pro-Bienestar de la Familia (Family Welfare Association)
CEDIC	Centro de Desarrollo Integral Comunitaria (Center for Community Development)
CIPRODENI	Comision Inter-institucional Pro Derecnos del Nino (Inter-Institutional Commission for the Rights of the Child)
CODETS	Centro de Orientacion, Diagnostico y Tratamiento de Enfermedades de Transmision Sexual (Center for the Diagnosis and Treatment of Sexually Transmitted Diseases)
CONANI	Coodinadora Nacional de Accion por los Ninos (National Action Coordinator for Children)
NGO	Non-Governmental Organization
OHRO	Office of the Human Rights Ombudsman
PVO	Private Voluntary Organization
RFP	Request for Proposals
SODIFAG	Sociedad para el Desarrollo Integral de la Familia Guatemalteca (Society for the Development of the Guatemalan Family)
STDs	Sexually Transmitted Diseases
TAG	Technical Advisory Group
UNICEF	United Nations Childrens Educational Fund

I. PROJECT SUMMARY

A. Project Description

The four-year, $3 million Street Children Support Project is designed to enhance and promote the basic human rights of children through increasing overall public awareness of and improving the policy environment for children's rights and through improving the capacity of private voluntary organizations (PVOs) to design and deliver services to children in need. Target groups for the delivery of services under the project include children living on the street, children working on the street and children who have been abused.

The Street Children Support project was designed taking into account prior Mission experience in working with street children and, as such, represents a significant change from the traditional approach to providing services to this population. Rather than focusing solely on providing basic shelter, food and health care to children already living on the street and trying to get them off of the street, the Street Children Support Project is designed to address the broader factors that drive children to the street and to strengthen institutional capacity to handle their needs once they are living on the street, working on the street or being abused.

Two basic premises incorporated into the project design are that: 1) there will always be a certain number of children living on the street, no matter what activities are undertaken, and 2) that the most impact will be obtained by focusing project activities on reducing the number of children who decide to live on the street and on providing services to meet their basic needs and adequate protection of their rights once they are on the street.

On the broadest level, the project will support an improved national policy environment for the protection of children's rights based on a new Code for the Protection of Children. These changes in national policy will be combined with a public awareness campaign to increase knowledge of children's rights and of the importance of safeguarding them. This shift from punishing children who live on the street and treating them as criminals to protecting their basic human rights should have a profound impact on street children in particular and on all children in general.

On the next level, the project will improve institutional capacity of urban non-governmental organizations and of the Office of the Human Rights Ombudsman (OHRO) to meet children's needs. Improving institutional capacity will increase the impact of the project, so that once the Street Children Support Project is completed, institutions with the necessary technical,

administrative and management skills will remain to successfully deliver services on a sustainable basis.

On the last level, rather than working solely with children living on the streets, the project will promote the provision of services in innovative ways to two other populations as well - abused children and children working in the informal sector. The target population for project services was expanded to include these two groups because experience has shown that there is a high correlation between children who work on the streets and who are abused and children who eventually live on the street. Targeting services to meet the needs of abused children and children who work on the street should result in a lower number of children leaving home and living on the street.

The Street Children Support project is divided into three basic components: Public Awareness and Policy Development, Innovative Services, and Research and Training. A Technical Advisory Group (TAG) made up of three to five professionals with expertise in children's rights and the special problems of children living on the street, working children and children who have been abused, will be formed to provide general project oversight and guidance. It should be noted that special attention to gender considerations will be incorporated into project implementation.

The Public Awareness and Policy Development component will be geared to improving the national policy environment for the protection of children's rights and increasing general public awareness of the importance of children's rights. It will be implemented through a HB 3 agreement with the Office of the Human Rights Ombudsman (OHRO), and will focus on supporting the OHRO in: (1) efforts to raise awareness and educate the public regarding the rights of children; (2) training of governmental and non-governmental organizations in the implementation and implications of the new Code for the Protection of Children; and (3) strengthening the OHRO's overall institutional capacity to design and deliver educational activities, report and refer cases of child abuse and function as an advocate for the protection of children and children's rights.

The Innovative Services component will focus on strengthening PVO institutional capacity to deliver innovative services to children living on the street, working children and children who have been abused. This component will be implemented through a HB 13 agreement with Casa Alianza and a HB 13 agreement with an umbrella PVO who will be selected after project authorization. The umbrella PVO, in conjunction with a Selection Committee composed of USAID, the OHRO, representatives from the umbrella PVO and UNICEF, will award sub-grants to PVOs who have submitted proposals for the innovative delivery of services to this population.

The Research and Training component will focus on improving the quality and completeness of data on children in need in Guatemala and investigating alternative service delivery approaches as well as training project implementing institutions in sound project management, financial and administrative skills, exposing implementing institutions to innovative approaches used in other countries for service delivery and providing technical training. This component will be implemented under the same HB 13 agreement with the umbrella PVO mentioned above.

By the end of the project, participating PVOs will have the institutional capacity to deliver innovative services to children living on the street, working children and children who have been abused. The OHRO will be better able to respond to the needs of abused children. Public awareness of children's rights will be increased, and an improved Code for the Protection of Children's Rights will have been passed, bringing Guatemala into compliance with the terms of the International Convention on the Rights of the Child, to which it is a signatory.

B. Project Budget Summary

A.I.D. funds will be allocated among the project components as follows:

Project Summary Table

(In U.S. Dollars)

Public Awareness/Policy Development	$ 472,000
Innovative Services	$1,576,216
Research and Training	$ 696,940
Project Management	$ 58,844
Audits	$ 96,000
Evaluations	$ 100,000
TOTAL:	$3,000,000

Funds under the Street Children Support Project will be obligated to institutions as follows:

(in U.S. Dollars)

	LOP Total
Office of the Human Rights Ombudsman	$ 588,000
Umbrella PVO	$2,113,156
Casa Alianza	$ 240,000
USAID Direct Contract	$ 58,844
TOTAL:	$3,000,000

Budgets for the OHRO, the umbrella PVO and Casa Alianza include funds for annual recipient contracted audits and, in the case of the OHRO, funding for project evaluations

II. PROJECT BACKGROUND & RATIONALE

Overall, there are 3 million children[1] in Guatemala. Approximately half of all children, or 1.44 million live in urban areas. Of these, more than fifty percent are living in conditions of extreme poverty. This has led to an increasing number of children, especially in urban areas, living and working on the streets, where they are subject to physical and sexual abuse, poor living conditions, lack of schooling and absence of support networks, and are at risk of becoming increasingly marginalized in society by a policy environment that does not effectively protect or value children's rights. A lack of public awareness of the severity of the problem and its causes, as well as ignorance of the need to protect these children, further exacerbates the problem.

A. Overview of Children at Risk

Concrete figures on the exact number of children and youth who are living on the street, working in the informal or formal sectors, or are victims of child abuse are lacking in Guatemala. Nonetheless, data from various small-scale research projects and extrapolation from workforce figures gives at least some idea of the magnitude of the needs. Overall data shows that there is a strong interrelationship among these three groups; children who live on the street often have been abused or began living on the street after having worked in the informal sector. A 1990 study by ChildHope, for example, found that 40 percent of children living on the streets reported that they had worked on the street (while still living at home) before they ended up leaving home and living on the street.

1. Children Living on the Street

The estimates of children and youth living on the street in all urban areas of Guatemala range from 1,500 (UNICEF) to 5,000 (ChildHope). In Guatemala City alone, there may be as many as 1,000 children and youth living on the streets at any given time. The majority of children living on the street are male (approximately 66%), have little formal schooling, come from impoverished or disintegrated families, are prone to illness and have a history of being abused.

In a recent study by ChildHope, 54 percent of street children interviewed reported being ill in the two weeks prior to the study. In terms of the kinds of illnesses they face, nearly 50 percent reported respiratory infections followed by fevers (17 percent). Another major concern is accidents; nearly 50 percent

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[1] Children are defined as being between 0 and 17 years of age.

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of youth interviewed said they had suffered injuries due to accidents, primarily being hit by cars.

Sexually transmitted diseases (STDs) are also common. A 1991 study by the Center for Diagnosis and Treatment of Sexually Transmitted Diseases (CODETS) and the Family Welfare Association (APROFAM) found that 143 street children (104 males/39 females) in Guatemala City had STDs during a three-month period. All reported being victims of sexual abuse and 93 percent had previously had an STD. The majority of youth -- both male and female -- reported that they were involved in "survival sex" or prostitution. All had used some drug recently, with solvents being the most common. Informal estimates by staff at NGOs working with street children are that 90 percent of children living on the streets are involved in drug use, primarily inhaling of industrial glue or other solvents.

While the number of girls and young women living on the streets is smaller than the number of boys, with the ratio of girls to boys being approximately 1:2, the needs of girls require special attention. Specifically, girls are far more likely to be victims of sexual abuse, face problems related to their reproductive health, and have more psychological problems resulting from abandonment and abuse than boys.

In a study supported by ChildHope in 1991 of 75 girls living on the streets or in brothels (ages 8-18), 61 percent reported that the main reason for being on the street was abuse in their homes. Twenty-seven percent of all of the girls interviewed said they had been sexually abused in their homes. Thirty-six percent of the young women reported prostitution as their main source of income. In terms of the problems reported on the street, 68 percent mentioned abuse by police. Twenty-seven percent of the girls reported that they had been pregnant at least once.

2. Working Children

Estimates from the United Nations Childrens Educational Fund (UNICEF) show that for Guatemala as a whole, including both rural and urban areas, 1.2 million children and youth -- or 40 percent of all youth in Guatemala -- are involved in "survival strategies," meaning that they work in some capacity. Of these, UNICEF, using recent census data, calculates that 776,486 children and youth in Guatemala work in formal sector activities and 137,027 work in informal sector activities. UNICEF classifies another 245,840 children and youth as working in activities with marginal income. Working children generally earn very low wages, do not have high educational levels and tend to work more than nine hours daily.

The reasons these youth work is nearly universally to contribute to their family's income; in one survey of working

children, nearly 60 percent said the main reason for working was to contribute economically to their family. The family's dependence on this income for its survival is often an obstacle to offering alternatives to these youth, including schooling and vocational training.

Children and youth in the informal sector in Guatemala typically work in sex-segregated occupations with males working primarily in vending (54 percent) and females working largely in domestic work (53 percent). Other typical occupations range from watching cars, hauling garbage and singing on buses to prostitution and drug trafficking.

Surveys show that about half of working children between the ages of 5 and 19 work from nine and 12 hours daily. An additional one-fifth work between five and eight hours and only 16 percent work the legally allowed four hours or less per day. Their earnings are also extremely low: in a recent survey, 38 percent said they earned between nothing and one Quetzal or approximately US 20 cents per day, with another 35 percent earning between one and five Quetzales daily. An additional 18 percent earned between 5 and 10 Quetzales per day. A minuscule proportion earned more than 10 Quetzales per day.

Working children are generally characterized by low educational attainment and receive little, if any, on-the-job training. For example, a recent survey of 681 working children (ages 5-19) in Guatemala City and Quetzaltenango found that 29 percent were illiterate; only seven percent finished primary school. Sixty-one percent had completed some primary school, with an average of three years of formal schooling. In addition, only eight percent of the youth interviewed said they attended school while also working.

3. Abused Children

To date, there is extremely little information on the incidence of child abuse in Guatemala due to the lack of a reporting system and the lack of a quantitative database. The Office of the Human Rights Ombudsman (OHRO), which has a hotline to report child abuse cases, receives between three and four calls per day in Guatemala City, or approximately 1,400 calls annually. The Magistratura del Menor (Juvenile Tribunal) received reports of 1,800 cases of child abuse nationally in Guatemala in 1990. However, it is widely accepted that the number of reports received is only a small portion of actual cases of abuse.

B. Policy Framework and Legal Context

1. Legal Framework

The legal framework for the protection of children's rights is currently provided in the Codigo de Menores (Code for the Protection of Children). It has primarily been used, however, as a basis for placing children living on the street and abandoned children in various government centers, and as a means of control to punish rather than protect children. The existing Code does not contain specific clauses addressing the special needs of street children, but rather either treats street children the same as handicapped children, or as criminals. While the current Code does contain many provisions which could be used to protect the rights of children -- such as those specifying the conditions under which children can work -- these have rarely been enforced.

Guatemala recently became a signatory to the United Nations Convention on the Rights of the Child, and as such, pledged to revise its national laws to be as protective of the rights of children as the Convention itself. The Office of the Human Rights Ombudsman (OHRO), along with a commission of 25 governmental and non-governmental organizations called the Comision Pro-Convencion (Commission to Support the Convention on the Rights of the Child), is revising the Code for the Protection of Children to make it more protective rather than repressive in nature.

The draft of the new Code represents vast improvements over the existing code, containing specific provisions for the placement and protection of children in especially difficult circumstances, such as street children. The new Code also considers the institutionalization of children in difficult circumstances as a last resort after other options have been tried, and contains 25 articles related to the work of children, outlining what working conditions are considered dangerous, provisions regarding working girls and pregnant girls who are working and provisions for insuring social security and health benefits for working children.

The new Code also contains a provision for the creation of a Consejo del Nino (Council for the Protection of Children), which would be made up of representatives of various governmental ministries and non-governmental organizations, and which would be responsible for cases of abuse and violence, and the protection of children's rights in general. However, at this early stage, it is not clear how this Council will function, how much power it will have, or whether it will be able to be effective.

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2. Enforcement

According to existing legislation, the Juvenile Section of the Public Ministry is responsible in general for enforcing the law and protecting children in cases of violence and abuse. In practice, however, this has rarely happened and the responsibility for the protection of children is scattered throughout Juvenile Tribunals and other sections of the judiciary sector. To fill the gap left by lack of government action, Casa Alianza, a private not-for-profit organization working with street children, has become the de facto public defender of children, particularly when violence against children has been involved.

To protect the rights of working children, in November, 1992, the Ministry of Labor established the Oficina del Menor Trabajador (Office for the Protection of Working Children), which is charged with inspecting the working conditions of children. This office maintains a registry of children working in the formal sector and provides counseling for working children and their employers on the respective rights and duties of both parties. Lack of resources has limited this office to a reactive role; it is not able to provide any proactive or preventive outreach services to working children or employers to inform them of their rights and responsibilities under Guatemalan law. The Office is planning on extending its services to working children in the informal sector, and is developing a system of registering and providing identification cards for children in this sector.

The OHRO also has become involved in enforcement, through the operation of a telephone hotline to report cases of child abuse and the subsequent investigation of these cases. Although the Juvenile Tribunal has the legal responsibility under Guatemalan law to remove children from their homes in extreme cases of abuse, the Tribunal, recognizing that they are not able to respond as quickly as they need to in most cases, has granted this de facto power of removal to the OHRO. The OHRO now has the power to remove children from their homes and place them temporarily in a government or private center if they become aware of extreme cases of abuse during the course of their investigations.

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C. USAID/Guatemala Experience in Working with Street Children

In September, 1991, USAID/Guatemala initiated its first project for children in difficult circumstances through a $368,000, two-year grant to World/SHARE. SHARE's activities have included eleven PVO subgrants to institutions engaged in the care and feeding of orphaned and abandoned children. These institutions are spread throughout the country in urban and rural settings. The grant also included a technical assistance and training component through which a wide variety of PVOs have obtained support to strengthen their technical and administrative capabilities.

This initial experience has provided the Mission with a variety of lessons learned that should be incorporated into follow-on activities. Most of these lessons emerged from a mid-project review of SHARE in July, 1992. These lessons are briefly summarized below:

1. **The sheer numbers of street, working and abused children exceed the current institutional capacity of PVOs to provide services.** Hence, a critical emphasis in follow-on projects must be on the area of institutional development to permit PVOs to grow in scope and technical capability. Equally, if not more important, is the need to increase public awareness and develop a more favorable policy environment in support of the basic rights of children.

2. **Projects should have a limited programmatic/geographic focus in terms of service delivery.** The SHARE Grant did not have a programmatic or a geographic focus, making it difficult to provide proper field supervision and support to sub-grantees. Because SHARE supported PVOs around the country, it was unrealistic to expect to create mechanisms for sharing of experiences among PVOs.

3. **Guatemalan PVOs involved in service delivery to street and working children have limited exposure to innovative models developed in other settings, such as Brazil, Colombia, Kenya and the Philippines.** The new project should include mechanisms to improve the degree of innovation in service delivery. Observational study tours can be an important mechanism for achieving this purpose.

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4. **Insufficient understanding of the scope and nature of the problems of street and working children in Guatemala limit the capacity of both PVOs and international donors to respond adequately to the problem.** Donors should support additional basic (quantitative and qualitative) research as well as operations research to test effectiveness of new methodologies and services.

5. **PVOs have limited financial and management capabilities.** Efforts to support PVOs should include training and other activities (such as development of manuals) to strengthen PVO management systems.

All of the lessons noted above have been taken into account and incorporated into the design of the Street Children Support Project.

D. Other Donors

To date, UNICEF has been the lead donor agency that provides financial and technical assistance to Guatemalan programs for street and working children. UNICEF is particularly active in the public sector, providing support to the First Lady's Office which coordinates governmental programs for disadvantaged children including street children, orphans and juvenile delinquents. Under the current administration, the First Lady's Office is concentrating on improving counseling and care of first time juvenile offenders. The Office has developed more than 25 homes in Guatemala City to house these children.

UNICEF has also provided assistance to the Commission to Support the Convention on the Rights of the Child through the OHRO to provide oversight and follow-up to Guatemala's signing of the International Convention on the Rights of the Child. These efforts include cooperating in the development of a new Code for the Protection of Children in Guatemala. Finally, UNICEF has provided technical assistance and funding to the Ministry of Labor to develop an Office for the Protection of Working Children.

UNICEF has also provided some support to Guatemalan PVOs. For example, the National Action Coordinator for Children (CONANI), a local umbrella organization for PVOs working with children, has received support to develop a directory of public and private sector organizations that provide basic services including orphanages, schools, and projects for street and working children. CONANI is also receiving UNICEF support to develop a "youth promoter" program in one marginal urban neighborhood that focuses on promotion of rights of children and delivery of limited services such as day care for working mothers. Until recently, ChildHope received UNICEF support to engage in basic research on street children and to provide technical assistance to local PVOs.

Several European governments and private organizations have also provided financial support to organizations that work with street and working children, but these efforts are generally small scale and limited in scope.

The Street Children Support Project will work closely with other donors, especially UNICEF, with the goal of providing complementary support to efforts that benefit street and working children through service delivery as well as policy development and public awareness.

E. Project Rationale

While it is widely recognized on an international level that children's rights need to be protected and that special services should be provided to meet the needs of children who are being abused, who are living on the street and who are working, there is not a consensus on the approach that should be taken. Traditional approaches have focused on getting children who are living on the street off of the street and into an institution, without resolving some of the broader policy issues related to children's rights, increasing institutional capacity to meet the needs of these children, or taking preventive measures to slow the increase in the population of street children. These traditional approaches have often failed at the most basic level, resulting in the child returning to the street.

Taking into account lessons learned from prior experiences in this sector and with the purpose of increasing program impact, the Street Children Support Project will focus on improving the protection of children's rights at three basic levels: the national level, the institutional level and at the level of the individual child. This multi-level approach was determined to be the most effective way to have a visible impact on improving the protection of children's rights during the life of the project.

1. National Level

Without a clear policy framework and legislation that protects children's rights and a general public awareness of what these rights are, all other interventions will be stop-gap measures at best and will not address one of the fundamental causes of abuse of children's rights. Therefore, under the Street Children Support project, assistance will be provided at the national level to establish a policy framework that adequately protects the rights of children. This will require changes in the Code for the Protection of Children to make it consistent with provisions included in the United Nations Convention on the Rights of the Child, to which Guatemala is a signatory.

This improved legal framework for the protection of children's rights, combined with a nationwide public awareness campaign highlighting the need to protect these rights, will encourage more humane treatment of children, and change the focus of Guatemala's treatment of children from punishment or institutionalization of those living or working on the streets to protection, therefore legally guaranteeing them their basic human rights.

2. Institutional Level

The second level of assistance will be targeted at improving non-governmental and governmental institutional capacity to address the needs of children living on the street, working children and children who have been abused.

Recognizing that the government's existing capacity to address children's needs is not sufficient, both the OHRO and non-governmental organizations will be targeted for institutional strengthening. Activities with the OHRO will focus on improving the government's ability to oversee, implement and function as an advocate for policies protecting children's basic human rights, while PVOs will receive assistance designed to enable them to fill in the gaps in services being provided to children living on the street, working children and children who have been abused. Although there are a number of NGOs that currently work with children in Guatemala, most are characterized by weak management structures and inefficient service delivery. Technical assistance and training will be provided to these organizations to improve their technical and administrative capacity.

Innovative service delivery mechanisms will also be encouraged, since traditional service delivery mechanisms have not been the most effective in reducing or alleviating the problems of this population. By increasing institutional capacity to meet the needs of children and to protect children's rights, the impact of the project will be extended long beyond its resources and will result in an institutional framework that is able to more adequately meet children's needs.

3. Level of the Individual Child

The third level of assistance will focus on providing services to children living on the street, working children or those who have been abused. Services will be provided through non-governmental organizations and through the OHRO. These three populations have been selected, rather than just focusing on the needs of street children, because of the interrelationships among these groups. Studies have shown that working in the informal sector is often a precursor to living on the street, breaking family ties, and becoming involved in drug abuse. Children who live on the street often do so because they have been victims of abuse at home. By providing services to abused children and working children, designed to meet their needs and prevent them from leaving home and living on the street, the number of children who decide to live on the street will be reduced.

Another change from the traditional approach under this project is the recognition that, for a certain percentage of children already living on the street, no amount of assistance will change their lifestyle. Instead of focusing on getting

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these children off of the street, attempts will be made to meet their basic needs and to increase their safety.

At the level of assistance to children, the result of project interventions will be a safer, healthier environment for children already living on the street, and a reduction in the number of children who decide to do so by providing assistance at an early stage to working children and children who are victims of abuse.

Initially, the provision of innovative services under the Innovative Services component of the Street Children Support Project will focus on Guatemala City, with the potential to expand services to other urban areas. This geographic emphasis was chosen because of the link between urban areas, poverty and the quantity of street, working and abused children; in urban areas in Guatemala, more than half of the children are living in extreme poverty, putting them at the greatest risk.

It should be noted that activities of the OHRO to increase public awareness, improve the policy framework and provide increased services to children will have a national, rather than an urban focus, although it is expected in this case as well that initially activities will begin in Guatemala City.

4. Relationship to Mission Strategic Objectives

In recognition of the gravity of the living situation of children living on the street, children working in the informal sector and abused children and of the importance of protecting children's rights, the Mission has identified the Street Children Support Project as a "Target of Opportunity" under strategic objective for the Sustained Exercise of Inalienable Rights.

In addition to contributing to this strategic objective, the Street Children Support Project will also indirectly contribute to two other Mission strategic objectives: Smaller, Healthier Families and Basic Education. It will contribute to these strategic objectives through providing health care and educational services to children living on the streets, children working on the streets and children who have been abused. Because the focus of the project is more on institutional strengthening than on direct service provision, the project will only have an indirect impact on these other two strategic objectives.

It is recommended that the Street Children Support Project be placed under the strategic objective of Sustained Exercise of Inalienable Rights because of the impact it will have on improving the protection and awareness of children's basic human rights. It will contribute to two program outputs under this strategic objective: 1) increased public awareness in civic

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education and human rights and 2) the implementation of a tracking system for human rights violations.

The Street Children Support Project will contribute to the first program output of increased public awareness in human rights through a public awareness campaign and training courses conducted by the OHRO on the rights of children. It will contribute to the second output related to tracking human rights violations by strengthening the OHRO's ability to track child abuse cases and by supporting research activities designed to establish a comprehensive measure of the number of children living on the street, working on the street or children who have been abused.

A table showing the relationship of this project to the strategic objective is shown in Table 1.

Table 1: Strategic Objective Framework

Mission Objective: Sustained Exercise of Inalienable Rights
LAC Bureau Objective: Support the evolution of stable, participatory 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

PROGRAM OUTPUTS				
Public and private sector leadership development	Judicial sector reform support	Tracking system for human rights violations	Public awareness in civic education and human rights	Strengthened legislative capacity
Guatemalan Peace Scholarships	Justice Sector Reform	Democratic Institutions	Democratic Institutions	Democratic Institutions
Small Project Assistance Fund	Regional Admin. of Justice	**Street Children Support Project**	**Street Children Support Project**	
Democratic Institutions				

III. PROJECT DESCRIPTION

A. Project Objectives

The **goal** of the four year, $3 million Street Children Support project is to enhance and protect the basic human rights of children.

The **purpose** of this project is to assist the Government of Guatemala to implement the terms of the International Convention on the Rights of Children and to expand PVO capacity to design and deliver services to children in need. Implementation of the International Convention on the Rights of Children will result in an improved policy framework for and an increased public awareness of the protection of children's rights. Expanded PVO capacity to deliver services to children living on the streets, children working in the informal sector and abused children will result in improved and expanded services being provided to this population. These project interventions were selected building upon the experience gained by USAID/Guatemala in administering its grant to SHARE, and upon international experience in this field.

B. Project Components

The project is divided into three components: Public Awareness and Policy Development, Innovative Services and Research and Training. A chart outlining the organization of the project is provided in Table 2.

Activities under all project components will be monitored and refined during project implementation by a Technical Advisory Group (TAG), composed of a panel of three to five international experts in the provision of children's services and children's rights and representatives from USAID, the OHRO, the umbrella PVO and UNICEF. The TAG will oversee the planning, programming, implementation and evaluation of the Street Children Support project, and will stimulate and assure the introduction of innovative technology and approaches to project implementation. The specific functions of the TAG will be to:

- Provide insight, technical assistance, introduction of innovative technology and general advice on the structure and functioning of the Street Children Support project;

- Assist in documenting lessons learned in the project, which will be disseminated within USAID and externally; and

- Facilitate access to and information on international study tour opportunities and advances related to children living in the street, working children and abused children.

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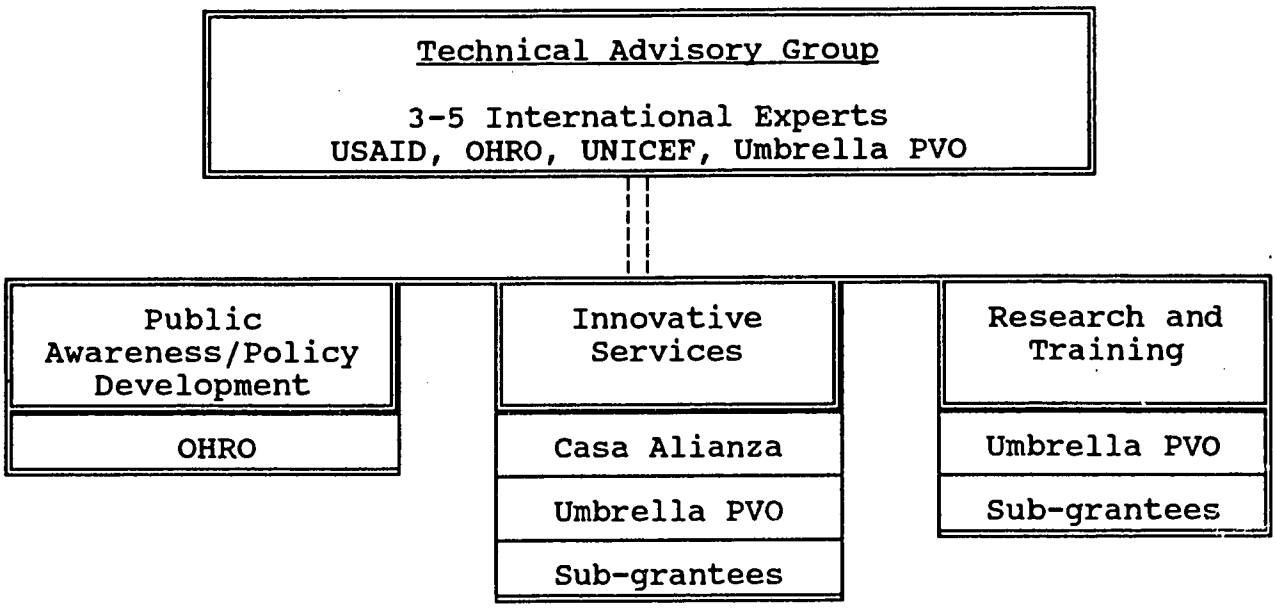
Table 2
Organization of the Street Children Support Project



Members of the TAG will be selected by USAID. It is projected that the TAG will meet three times during the first year of project implementation and twice a year thereafter.

1. Public Awareness and Policy Development

The Public Awareness and Policy Development Component of the Street Children Support Project will support the OHRO in its efforts to enhance and protect the rights of children. As has been mentioned previously, Guatemala is a signatory to the International Convention on the Rights of the Child which lays out a comprehensive set of progressive guidelines for countries to incorporate into local law. The OHRO has been spearheading an effort involving a broad cross section of public, private and non profit organizations to revise the current legislation that defines the legal status of children in this country to bring it more closely in line with the tenets of the international convention. Referred to elsewhere in this paper as the Code for the Protection of Children, this legislation is now pending in Congress and the expectation is that it will pass within the year.

To date, the OHRO has functioned as the secretariat of the local commission, referenced above, that has been working on the new legislation and tracking its progress in Congress. Once the legislation passes however, the OHRO will play an even more critical role in raising public consciousness about the newly defined rights of children, the responsibilities of government agencies and the general public in safeguarding those rights, and

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ensuring that the new Code is implemented in keeping with its original spirit and intent.

Protecting the rights of children is not a new role for the OHRO. The office that tracks and processes cases of human rights abuses against children (Defensoria del Nino) has existed since the creation of the OHRO in 1985 (see Section VII, Institutional Analysis, for a description of related activities). However, with the passage of the Code, it is expected that the OHRO will take on an even more active role in this area, using this opportunity as a springboard to providing targeted public educational activities on the Code and its implications; improving and expanding services for children-in crisis; training OHRO and NGO outreach staff working with street children and monitoring full and effective compliance by public and private sector institutions.

Unlike the Innovative Services component of this project which will focus on Guatemala City, OHRO activities will be carried out nationwide through their existing infrastructure for educational outreach which includes field offices in 22 departments throughout the country. Likewise, their efforts in policy implementation and monitoring will also have implications at a national level. The OHRO component will also have a broader focus than the basic services component in terms of target population. The policy implementation and public education activities will, by their nature, focus on the rights of all children, including, but not limited to, those living and/or working in the street. Nonetheless, it is anticipated that OHRO initiatives will have a direct (and possibly greater) impact on this subgroup since street children tend to be the ones whose rights are most commonly violated.

Specifically, under this project component, USAID will support the OHRO with technical assistance in the following areas:

1. **Public Awareness and Education**

   - increasing public understanding of and respect for the rights of children through specially designed media campaigns or other innovative outreach efforts capitalizing on the new Code for the Protection of Children and its implications for Guatemala;

   - infusing thematic materials and discussion about the rights of children into the ongoing outreach and educational activities of the OHRO through its field offices;

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2. **Policy Implementation and Monitoring**

- o training of governmental and non-governmental organizations in the implementation and implications of the new Codigo de Menores;
- o developing monitoring and reporting systems that track full and effective compliance of government and non government organizations with the new legislation.

3. **Institutional Strengthening**

- o strengthening OHRO's institutional capacity in the design and delivery of educational activities;
- o improving its reporting and referral systems which track and respond to the abuse of children's rights;
- o enhancing and solidifying OHRO's role in child advocacy and protection.

Activities under the project with the OHRO will be phased in over time. It is not expected that the OHRO will undertake activities in all three areas mentioned above in the first year of the project.

Over the life of the project, USAID will support the following specific activities based on the objectives described above:

1. **Public Education**

a. Mass Media Campaign

USAID will support the OHRO in its effort to design a mass media campaign that sensitizes the general public to the rights of children and the responsibilities of government institutions, private sector organizations and the general public in the protection of those rights. USAID will support the design, planning and pretesting of the campaign; it is not expected that funds will be provided for the actual broadcast or newspaper publication of the materials developed for the mass media campaign. The OHRO will be expected to either fund publication themselves or receive in-kind publicity and broadcast of this campaign.

While the gist of the campaign will focus on the rights of all children, it is expected that it also would include a special focus on the particular problems and needs of street children, with an emphasis on the specific problems related to girls living on the street. Ideally, this component

would also include pre- and post-testing of sample audiences, through focus groups or limited surveys, that could test the effectiveness of the messages and the media in affecting public attitudes about these issues. The information gleaned from this project activity will be able to complement and provide information for the Democratic Indicators Monitoring System, as a means of tracking attitudinal changes resulting from USAID interventions.

b. Special Programs on Children's Rights

USAID will provide support for training and outreach efforts of community promoters who work in Guatemala City's urban slum areas, market places, bus terminals and other areas where there tends to be a high concentration of street children, in an effort to promote children's rights in innovative ways for hard-to-reach audiences. The OHRO will either work through existing outreach agents or through their own staff to develop and carry out special programs for hard-to-reach segments of the population, who are either street children themselves, their families, or community members who come in contact with this population on a regular basis, i.e. service providers, teachers, clergy, police, business owners, or other youth at risk of turning to the street for lack of adequate support systems in the home or community.

USAID support will be used to develop new and innovative approaches to convey educational messages, foster dialogue among constituent groups, and increase community responsiveness in reporting and treating cases of abuse. The activities of these promoters could include theater demonstrations, puppet shows, "town meetings", expositions and other participatory education techniques adapted from model programs in other countries or designed locally. Training activities may also be carried out in departmental capitals for the regional educational coordinators and staffs to replicate successful models piloted in the capital city.

c. Infusing Child Advocacy Themes into Ongoing Human Rights Education

The OHRO currently carries out six public education seminars daily on issues related to human rights and the functions of the OHRO. USAID will support the OHRO to strengthen the inclusion of children's rights within these ongoing seminars through training of its core education staff, materials development and technical assistance.

2. Policy Implementation and Monitoring

a. Implementation of the new Code for the Protection of Children

Passage of a new Code for the Protection of Children will carry with it major implications for government and non-government institutions alike in responding to the new legislative mandates that govern the treatment of children be they in the street, in the workforce or in the home. There will be a critical need for targeted education for those institutions with a legal mandate to protect children's rights i.e. the Judicial Branch's Juvenile Tribunal, the Public Ministry's Procurador de Menores, and the Ministry of Labor's Office for the Protection of Working Children, on the new law and its implications for these institutions. Other entities that have regular contact with street children such as social service providers, employers in the formal and non-formal sectors, the police and NGOs working with youth will also require information on the new Code and its implications for their policies and programs.

Toward this end, the project will support the OHRO in sponsoring a series of specially designed workshops for those institutions with direct responsibility for fostering and protecting the rights of children. These workshops will include presentations on the new Code and its implications, encourage cooperation and coordination among key agencies responsible for its implementation and improve and expand monitoring systems to insure compliance. Project funds would be used to design and conduct workshops, develop and produce relevant educational materials, and help defray meeting costs. These educational materials may include printing copies of the new Code, or development of handbooks outlining new or revised policy guidance for the various sectors that interact with youth. For example, handbooks tailored to the particular needs of lawyers, justice department officials, officials of the Social Welfare Secretariat (First Lady's Program), and other groups working with children would be produced and disseminated through the project.

b. Support for the Formation of a National Commission on Children's Rights

One of the articles of the new Code calls for the creation of a "Consejo del Nino" (Council for the Protection of Children) to serve as a national commission on child rights. The purpose of the Commission would be to insure full and timely implementation of the new legislation and perform an ongoing monitoring function to see that government and

private sector institutions continue to live up to the spirit and intent of the legislation. As mentioned earlier in this Project Paper, the OHRO is currently serving as the secretariat for the "Comision Pro-Convencion" (Commission to Support the Convention on the Rights of the Child), a confederation of over 25 public and private institutions working together toward passage of the new Code. It is expected that the Council for the Protection of Children would be an outgrowth of this network, if not a continuation of the network itself, to take on a broader, longer term role. In any event, the OHRO would be in a unique position to spearhead the creation of this council and will most likely continue to play a pivotal role as convener / coordinator / secretariat of its functions.

Toward this end, USAID project assistance will be used for the technical assistance necessary to create such a council, involving consultancies in organizational design, strategic development, budgeting, design of monitoring and evaluation systems, meeting costs, material development and training of OHRO staff charged with planning and management of council activities.

c. Formation of Local Commissions on Children's Rights

The OHRO bureau for children's rights (Defensoria del Nino) has already developed a model of local commissions working in Guatemala City to help report, refer and track cases of child abuse. The two local commissions are hospital-based and are comprised of doctors and other health practitioners who have occasion to see first hand the worst examples of the violation of a child's basic right to protection against aggression. Given the early success of these initial efforts to broaden the base of community support for the protection of children, the OHRO will build upon this effort by replicating this model in other communities through its field offices in departmental capitals. USAID funds will be used to support training activities for OHRO's field staff, meeting costs of local commissions, materials development and production, and costs associated with communication and networking between and among local commissions.

3. **Institutional Strengthening of OHRO's Defensoria del Nino**

a. Improvement and Expansion of Reporting and Referral Systems for Children-in-Crisis

The OHRO currently has a hotline established and operational within the Defensoria del Nino used for reporting any real or suspected human rights violation involving a minor. Currently, the hotline receives about five reports, or "denuncias" per day. Once the call is received, counselors

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determine what type of follow up action is required, including immediate removal of the child from an abusive environment; filing an official complaint with the appropriate government authorities; referring the child for medical treatment or therapy, as needed, and monitoring the investigation and resolution of the case as it proceeds through legal channels.

Under this component, USAID funds would be used to improve and expand the referral system now in place, train OHRO staff in crisis intervention and counseling, design training manuals for use by OHRO counsellors and volunteers working on the hotline, produce educational materials for the general public which describe how and where to access services available for children-in-crisis. Funds may also be used to expand this hotline service to field offices. Although the phone service will probably be less critical in rural areas, training of counselors to work on cases involving children-in-crisis, whether reported by phone or in person in departmental capitals, and developing local referral systems that service their needs will be just as important as in the capital city. Project funds may also be used to support the development of guides or manuals on the detection and treatment of child abuse for use by teachers, health care providers and counsellors.

b. International and Local Consultancies

In order to take on an expanded, more proactive role in the area of child advocacy through the activities described above, the OHRO will require the intermittent short term technical assistance of international and local experts in the areas of project design, training, social marketing, strategic planning, material development and evaluation for programs of this nature.

c. Short Term Administrative Support

The OHRO may require short term administrative support during the first year of project implementation, until they are able to fully budget for project staff.

d. International Exchanges

Periodic study tours to other countries with model programs and polices impacting on street children will be planned throughout the life of the project. Funds will be budgeted to support international site visits (within Latin America or to the U.S.) for two to three OHRO staff per year.

2. Innovative Services

This component of the Street Children Support Project will focus on strengthening the institutional capacity of PVOs to provide traditional outreach, residential, health, education, and family reunification services in new, innovative ways. The groups to be targeted include children living on the streets, children working in the informal sector and children who have been abused. Specifically, this component will strengthen the management and technical capabilities of PVOs through training in skills related to project development, administration, fund-raising, financial management, and technical areas including health education, street education, community outreach and counseling. Initially, project activities will focus on Guatemala City, but could be expanded to other urban areas over the life of the project.

The Innovative Services component will be implemented by Casa Alianza, a local NGO that has been a leader in providing services to children living on the street, by an umbrella PVO organization to be selected after project authorization and by sub-grantees. The umbrella organization will ideally be a local Guatemalan organization with the capacity to provide administrative support, monitoring and technical leadership to sub-grantees under this component. In selecting sub-grantees, the umbrella organization will be assisted by a Selection Committee made up of representatives from the OHRO, USAID, the umbrella PVO and UNICEF. The submission of innovative proposals, especially those addressing the specific issues of girls, will be encouraged.

A. Casa Alianza

Casa Alianza has a long history in Guatemala of providing innovative services to street children. Because of its technical expertise and established organizational capacity, Casa Alianza does not need the same level of institutional strengthening that other PVOs will receive under the program. For this reason, instead of receiving a sub-grant under the umbrella PVO, Casa Alianza will enter into a separate agreement with USAID for service provision.

Under this component, Casa Alianza will expand its present service activities and be encouraged to introduce new and innovative services for street children. The specific activities to be funded will be determined by a proposal Casa Alianza will submit to USAID, but are likely to include funding for Casa Alianza's advocacy program, which is designed to defend the rights of children in general and in specific cases of abuse, for their program promoting family reintegration and for their activities relating to securing proper documentation (birth certificates etc.) for children living on the streets that

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enables them to attend school and obtain formal sector employment. It is expected that Casa Alianza's proposal will also include new activities targeted to meet the special needs of girls living on the street.

Since Casa Alianza is recognized to be a relatively strong technical institution, funds will be geared more towards service provision and expansion of services than to institutional strengthening. However, Casa Alianza has never received direct funding from A.I.D., and is now in the process of undergoing a financial management review and certification of their financial procedures. It is possible that, as a result of this review, Casa Alianza will need technical assistance to bring their financial management system in line with A.I.D. requirements.

B. Umbrella PVO

The **umbrella PVO** will be responsible for encouraging the presentation of innovative proposals from prospective sub-grantees, selecting sub-grantees in conjunction with the Selection Committee, providing training to sub-grantees to strengthen their management and institutional capacity and monitoring delivery of services under the program. The umbrella PVO will also be responsible for coordinating and supporting regular meetings of the TAG. It is also possible, depending on which PVO is selected, that the umbrella PVO will deliver services to children; this, however, would be a minor part of their activities.

Funding will be provided to the umbrella PVO to cover administrative costs related to the project, such as salaries of key project staff and office costs, to fund the provision of technical assistance and training to sub-grantees and to its staff in overall project implementation, service delivery and management skills, and to cover the costs associated with the TAG and their periodic visits to Guatemala.

The umbrella grantee will encourage proposals from sub-grantees that meet the following criteria:

- Legally registered as a Guatemalan PVO;
- Demonstrated track record in service provision for street children or working children or to a related population;
- Has qualified staff to carry out activities;
- Promotes non-institutional and non-traditional approaches to service delivery;
- Seeks to involve families of the children involved whenever possible;
- Considers the special needs of girls; and
- Seeks to include children as active participants in the planning of services on their behalf.

Before an award is made to a sub-grantee, the umbrella PVO will make an initial assessment of the management and administrative capacity of the potential sub-grantee to identify weaknesses and areas where further training might be needed. Once an award is made, the umbrella PVO will provide training and technical assistance to the sub-grantee to strengthen their project management skills, financial administration and overall institutional capacity to provide services.

While services are being provided under the award, the umbrella PVO will periodically monitor the performance of the sub-grantee to ensure that they are able to effectively deliver the services. Following the completion of the sub-grantee's activities, the umbrella PVO will conduct a final assessment of their management capacity to determine whether the sub-grantee's capacity has improved.

The exact type of services to be delivered under this project component will depend on the proposals received from sub-grantees, but could include the types of services listed below by target population. No funds will be provided to the umbrella PVO or through sub-grants for the purchase of medicines.

For **children living on the streets**, services could include outreach to determine the physical and emotional condition of the child and to offer basic services such as food, clothing, sleep space, bathing, and laundry facilities. They also could include the provision of shelter, drug detoxification and prevention activities, health services and health education (including training in simple first aid procedures), the prevention of sexually transmitted diseases and AIDS prevention, legal assistance to acquire birth certificates or other documentation required for school attendance or employment, and educational support, including tutoring, re-enrollment in the formal school system, updating of their literacy and numeracy, and vocational counseling.

For **children working in the informal sector**, services could include, in addition to those listed above, vocational training and orientation, access to income generating projects, advocacy protection and education regarding their rights relating social security, employment and other topics.

For **children who are victims of abuse**, services such as temporary shelter and counseling could be provided.

Examples of innovative methods of service provision that could be supported under the Street Children Support Project include the following:

1. <u>Peer Education:</u> One of the hardest target groups to reach is street girls, especially those working in brothels. The

reproductive health risks of these girls (defined as pregnancy before age fifteen, sexually transmitted diseases and AIDS) are very high. One model of health education that has proven to be effective in other settings is peer education. Training and support are provided to a small of number of older girls (such as one per brothel) who are looked up to by the others. These girls then conduct on-site education and support for their peers in reproductive health issues and other topics.

2. Employer/Employee Counseling: Most societies are very prejudiced against street children. Potential employers consider them irresponsible, often look upon them as thieves and are reluctant to hire them. If street children are hired and anything goes wrong (such as petty theft, etc.), they tend to be blamed. Under one experimental model, support is provided to both the child and the employer for a given period of time. On one side, employers can be given incentives for a limited initial time period to hire street children (such as a small stipend), while the child receives support services such as counseling, literacy training, etc. to allow them to keep the job.

3. "Sunday school" Program: Most children working in the informal sector are unable to attend school. One experimental program developed in Guatemala, with support from the USAID grant to World SHARE, has established a "Sunday School" for girls. The program operates out of public schools and offers primary education classes on Sundays. Currently, the Ministry of Education is in the process of analyzing the program for certification, so that participants are eligible for diplomas.

4. Assistance to Families of Children at Risk: There is a growing number of examples of projects that provide support services to children in the informal sector. The experience of these projects shows that it is best to work with children at high risk of becoming street children and their families rather than just with the children. One successful example of this model comes from Honduras where a local PVO provides a variety of services in the city markets for children and their families. Services include health care, literacy projects, children's rights education, and feeding programs for malnourished children; the services are organized and delivered by street educators, social workers and a physician and a nurse.

3. Research and Training

Because so little research and training has been done on the needs of children in Guatemala, the Research and Training component of the Street Children Support Project will support action-oriented and program-related research related to children living on the street, working children and abused children. The results of this research will be integrated into the project to direct project activities and will be used to train the organizations who are implementing the project.

The umbrella grantee organization, to be selected after project authorization, will manage this research and training program and the dissemination of the results to sub-grantees, Casa Alianza, the OHRO and the Guatemalan public sector.

A. Research

Research will be conducted under this component by the umbrella PVO, other PVOs, universities and private firms. The umbrella PVO will solicit proposals from PVOs and universities for funding under this component, and also will have to option to contract directly for technical assistance with a private firm if research proposals on topics important to the project are not being submitted. Sub-grantees will be selected using the same procedure set up under the Innovative Services component. When proposals are received, the Selection Committee will review them to decide which research proposals should be funded, basing their determination upon the same criteria applied under the Innovative Services component. The sub-grantees will be locally-based PVOs or universities, have a strong track-record in research related to children, have qualified staff to carry out the research, demonstrate that the research is relevant to the purposes of the project and be able to disseminate the results.

Research proposals will be encouraged related to both the technical and administrative side of service delivery, and an emphasis will be placed on establishing a reliable count of the number of children, disaggregated by sex, living on the street, working in the informal sector and who have been abused, either through one research proposal or through a combination of proposals. Although individual organizations have done limited surveys of the needs and the size of this population, there is no overall nationwide tracking of the numbers of children living on the street, working children or abused children. An accurate picture of this population will help to increase public awareness of the needs of this population.

Other potential research topics include an examination of the factors that cause street children to leave protected programs and return to the streets, the special needs of girls

living on the streets and more precise research on motivational factors, the reality of the homes and families of street children and a better psychological profile of the street child, which might lead to more effective outreach, access to services, and improved retention levels within the project. Such research might also improve the success rates of attempts to reintegrate a street child with his family, including helping the family to cope with "re-entry", correcting causes of the initial alienation or expulsion of the child, and generally developing a preventive program.

On the administrative side, operational research proposals will be encouraged that investigate successful configurations of service delivery, including the financial, management, personnel and technical factors that are required for success. These research activities will complement the institutional strengthening that the umbrella PVO will be providing to sub-grantees under the Innovative Services component.

B. Training

In addition to the basic administrative and management training provided to sub-grantees under the Innovative Services component, the umbrella PVO will also manage three other types of complementary training activities under the Research and Training component. These activities will be designed to meet the needs of sub-grantees, the OHRO, Casa Alianza and its own staff, but could also potentially benefit other key players involved in the protection of children's rights.

First, the umbrella PVO, with the help of sub-grantees, will disseminate the results of research activities performed under this component through training courses and workshops. Emphasis will be placed on incorporating the results of the research activities into overall project implementation to improve service delivery and effectiveness.

Second, funding will be included to support third-country training and study tours to expose project implementing organizations to other approaches to innovative service delivery for children living on the street, working children and children who have been abused.

Third, the umbrella PVO will contract for the provision of technical training in areas of general interest to implementing institutions, such as educational methodology; vocational counseling and job placement; psychological approaches and counseling techniques; family support services and family reunification; advocacy; health education, including sex education and AIDS and STD prevention; and particularly issues related to the needs of adolescent women.

IV. COST ESTIMATE/FINANCIAL PLAN

A. Summary Budget

The total cost of the Street Children Support Project is $3 million, with resources allocated among the project components as follows:

Component Summary Table

(In U.S. Dollars)

Public Awareness and Policy Development	$ 472,000
Innovative Services	1,576,216
Research and Training	696,940
Project Management	58,844
Evaluations	100,000
Audits	96,000
TOTAL:	$ 3,000,000

B. Financial Plan

Table 3 estimates the level of expenditures by project year over the four year life of the project. Expenditures are presented by project activity and then by the individual institution that will be carrying out those activities. This is further disaggregated by the type of inputs that will be provided to each institution in carrying out the given activity. Table 4 shows the projected obligation schedule by implementing institution.

Under the **Public Awareness and Policy Development** component, $472,000 will be provided to the OHRO to support the new Code for the Protection of Children, increase public awareness of children's rights and strengthen its institutional capacity to report on and refer cases of child abuse.

Funding of $1,576,216 has been allocated for the **Innovative Services** component, which will be obligated to Casa Alianza and to an umbrella PVO. The umbrella PVO will use a portion of its funds under this component to make subgrants to other PVOs to provide services to children in need. Funds will be used to strengthen the institutional capacity of PVOs to provide innovative services to children living on the street, working children and children who have been abused.

Under the **Research and Training** component, the umbrella PVO will receive $696,940 to make subgrants to PVOs or to contract technical assistance to conduct research and training on general issues relating to children living on the street, working

Table 3

	FY 94	FY 95	FY 96	FY 97	TOTAL
I. Public Awareness and Policy Development					
OHRO					
a. Technical Assistance	64,250	64,250	64,250	64,250	257,000
b. Training/Workshops	15,000	15,000	15,000	15,000	60,000
c. International Exchange	5,000	5,000	5,000	5,000	20,000
d. Project Management	10,000	0	0	0	10,000
e. Media Campaign	75,000	0	0	0	75,000
f. Materials Development	12,500	12,500	12,500	12,500	50,000
Subtotal:	181,750	96,750	96,750	96,750	472,000
II. Innovative Services					
Casa Alianza	50,000	50,000	50,000	50,000	200,000
Umbrella PVO					
a. Project Administration	98,215	114,486	120,210	126,217	459,128
b. Tech. Advisory Group	32,496	21,664	21,664	21,664	97,488
c. International Exchange	4.900	4,900	4,900	4,900	19,600
d. Subgrants	200,000	200,000	200,000	200,000	800,000
Subtotal:	385,611	391,050	396,774	402,781	1,576,216
III. Research and Training					
Umbrella PVO					
a. Technical Training	10,800	10,800	10,800	10,800	43,200
b. Research Subgrants	125,000	125,000	125,000	125,000	500,000
c. Technical Assistance	24,335	24,335	24,335	24,335	97,340
d. Study Tours	14,100	14,100	14,100	14,100	56,400
Subtotal:	174,235	174,235	174,235	174,235	696,940
IV. A.I.D. Proj Managemnt	17,931	13,273	13,632	14,008	58,844
V. Audits	24,000	24,000	24,000	24,000	96,000
VI. Evaluations	0	40,000	0	60,000	100,000
TOTAL:	783,527	739,308	705,391	771,774	3,000,000

SUMMARY BUDGET BY ORGANIZATION

	Project Activities	Audits	Evalu.	Total LOP	Counterpart Contrib.	TOTAL
OHRO	472,000	16,000	100,000	588,000	215,615	803,615
Casa Alianza	200,000	40,000	0	240,000	80,000	320,000
Umbrella PVO	2,073,156	40,000	0	2,113,156	704,385	2,817,541
A.I.D. Project Management	58,844	0	0	58,844	0	58,844
Subtotal:	2,804,000	96,000	100,000	3,000,000	1,000,000	4,000,000

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Table 4

Street Children Support Project Obligation Schedule

Institution	FY 93	FY 94	FY 95	FY 96	Total LOP
Umbrella PVO	$868,796	$1,244,360			$2,113,156
Casa Alianza	$120,000	$120,000			$240,000
OHRO	$480,000	$108,000			$588,000
USAID Direct Contract	$31,204	$27,640			$68,000
Total:	$1,500,000	$1,500,000	0.00	0.00	$3,000,000

Street Children Support Project
Type of Funding (in $000)

	FY 94		FY 95		FY96		FY 97		TOTAL LOP		TOTAL
Institution	FX	LC	FX	LC	FX	LC	FX	LC	FX	LC	FUNDING
OHRO	50	136	90	51	50	51	110	51	300	288	588
Umbrella PVO	76	444	65	460	65	466	65	472	271	1842	2113
Casa Alianza	0	60	0	60	0	60	0	60	0	240	240
Project Mgmn	0	18	0	13	0	14	0	14	0	59	59
TOTAL:	126	658	155	584	115	590	175	597	571	2429	3000
TOTAL BY FY:		784		739		705		772		3000	

NOTE: Funding for each organization includes $10,000/year for recipient contracted audits. Funding for the OHRO includes $100,000 for a mid-term and final evaluation, and partial funding for recipient contracted audits.

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children and children who have been abused and on methods of project management and implementation. This component also includes funding for study tours and technical training.

$58,844 has been included for **A.I.D. Project Management** to cover the costs of a project assistant. $96,000 has been provided for **Audits** of the use of project funds by the OHRO, Casa Alianza and the umbrella PVO. These recipient contracted audits will be conducted annually. An additional $100,000 has been set aside to conduct a **mid-term and final evaluation** of the project.

C. Total Contributions to the Street Children Support Project

USAID funds will be used to leverage additional counterpart resources from the OHRO, Casa Alianza and other PVOs that are implementing the project. Conservative estimates indicate that an additional $1,000,000 in counterpart will be provided under the project, bringing the total project budget to $4 million. The following table provides a breakdown of total project contributions:

	USAID	Counterpart	Total
Umbrella Organization	$2,113,156	$ 704,385	$2,817,541
Casa Alianza	$ 240,000	$ 80,000	$ 320,000
OHRO	$ 588,000	$ 215,615	$ 803,615
Project Management	$ 58,844	$ 0	$ 58,844
TOTAL:	$3,000,000	$1,000,000	$4,000,000

These calculations reflect a twenty-five percent counterpart contribution from the OHRO, Casa Alianza and the umbrella PVO. Depending on the capability of the umbrella PVO that is selected, a waiver of the requirement for a 25% counterpart contribution may have to be processed.

D. Audits and Financial Reviews

Under the recipient contracted audit program, the umbrella PVO and Casa Alianza will each contract an annual audit of their financial statements and of their use of A.I.D. project funds. The audit will be conducted by an independent auditor selected from the A.I.D. approved list of firms, and will be done in accordance with the Guidelines for Financial Audits Contracted by Foreign Recipients issued by the A.I.D. Inspector General and the 1988 version of the Government Auditing standards.

An audit of the OHRO under the project will be directly contracted by A.I.D., in accordance with the same conditions cited above, and funded from the OHRO's HB 3 agreement. This

audit will be split funded from this project and the Democratic Institutions project, which also provides assistance to the OHRO.

The umbrella organization will set standards, procedures and financial reporting requirements for sub-grantee organizations. For sub-grantees that receive more than $25,000, the umbrella organization will design and monitor an annual audit of A.I.D. funds.

E. Procurement Plan

A detailed procurement plan is presented in Table 5. Since the umbrella PVO will be selected following project authorization, only an illustrative list of the procurements by the umbrella PVO is provided. In addition, a formal proposal from Casa Alianza will be submitted after project authorization; the person-months of technical assistance and training that Casa Alianza will procure that are shown here are only preliminary estimates as well.

The following technical assistance/training procurements will be made under the Street Children Support Project:

- USAID will procure for the OHRO approximately 12 person-months of short-term technical assistance and training over four years. The OHRO will contract directly for local training courses.

- The umbrella PVO will make approximately 20-30 subgrants for innovative service provision and 10-20 subgrants for research. It will procure approximately 5 person-months of short-term technical assistance related to the training activities. It is also expected that the umbrella PVO will procure approximately $11,000 worth of commodities over the life of the project to improve their capacity to administer the project.

- It is estimated that Casa Alianza will procure 5 person-months of technical assistance and training to expand and support their current programs for children living on the street.

- USAID will directly contract 48 person-months of assistance for project management.

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TABLE 5
STREET CHILDREN SUPPORT PROJECT ILLUSTRATIVE PROCUREMENT PLAN

Program Element	Description	Agency	Contract Method	Estimated Cost	Estimated Start Date	Number of Contracts	Source/ Origin
Public Awareness/ Policy Development	OHRO Technical Assistance	USAID	Direct	$257,000	1st Quarter/94	Multiple	Local/US
	Training	OHRO	Host Country	$60,000	1st Quarter/94	Multiple	Local
Innovative Services	Commodities	Umbrella	HB13	$11,000	1st Quarter/94	Multiple	Local
	Subgrants	Umbrella	HB13	$800,000	2nd Quarter/94	Multiple	Local
Research and Training	Tech. Assistance	Umbrella	HB13	$97,340	3rd Quarter/94	Multiple	Local/US
	Training	Umbrella	HB13	$43,200	2nd Quarter/94	Multiple	Local
	Subgrants	Umbrella	HB13	$500,000	2nd Quarter/94	Multiple	Local
Project Management	Project Assistant	USAID	Direct	$58,844	4th Quarter/93	Single	Local
Evaluations	Mid-Evaluation	USAID	Direct	$40,000	3rd Quarter/95	Single	US
	Final Evaluation	USAID	Direct	$60,000	3rd Quarter/97	Single	US
Audits	Umbrella PVO	Umbrella	HB13	$40,000	2nd Quarter/94	Multiple	Local
	OHRO	USAID	Direct	$16,000	2nd Quarter/94	Multiple	Local
	Casa Alianza	Casa Alianza	HB13	$40,000	2nd Quarter/94	Multiple	Local

* It is not anticipated that any Buy-America waivers will be required because no procurement of professional services with a local source/origin over $250,000 per transaction are anticipated. For procurement of local office supplies, no individual transactions over $5,000 are anticipated. Individual waivers will be processed when and if necessary.

F. Methods of Implementation and Financing

Activity/Method of Implementation	Method of Financing	Amount ($000)
1. Public Awareness and Policy		
- HB 3 Agreement	Direct Payment/ Direct Reimbursement	$ 472,000
2. Innovative Services		
- Umbrella PVO-HB 13	30 day advances[2]	$1,376,216
- Casa Alianza-HB 13	30 day advances[2]	$ 200,000
3. Research and Training		
- Umbrella PVO -HB13	30 day advances[2]	$ 696,940
4. Project Management - AID Direct Contract	Direct Payment	$ 58,844
5. Evaluation		
- OHRO HB 3 Agreement	Direct Payment	$ 100,000
6. Audits		
- OHRO-Direct Contract	Direct Payment	$ 16,000
- HB 13 Agreements	Direct HB 13 Payment	$ 80,000
	TOTAL:	$3,000,000

The Street Children Support project will be implemented through 2 HB 13 agreements and 1 HB 3 agreement. Funding for the Public Awareness and Policy Development component will be obligated through a HB 3 agreement with the OHRO. The Innovative Services component will be implemented through 2 HB 13 agreements. Neither the umbrella PVO or Casa Alianza will receive project advances until their financial management system has been certified. The Research and Training component will be implemented through the HB 13 agreement with the umbrella PVO. The project mid-term and final evaluation will be contracted by USAID with funds from the OHRO's HB 3 agreement.

Both the umbrella PVO and Casa Alianza will have funds included in their HB 13 agreements for annual recipient contracted audits. OHRO will have funds included in its HB 3 agreement for annual audits as well, that will be directly contracted by A.I.D.

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[2] Direct reimbursement will be used until the institution is certified to receive advances

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V. IMPLEMENTATION PLAN

The Street Children Support project will be implemented through two HB 13 agreements (one with an umbrella PVO and the other with Casa Alianza) and one HB 3 agreement with the OHRO. Additional advice on project implementation will be provided by the TAG, whose services will be funded out of the HB 13 agreement with the umbrella PVO. A full implementation schedule is presented in Table 6.

A. Umbrella PVO

Once the project is authorized, a Request For Proposals (RFP) with a detailed scope of work will be issued to obtain the services of the umbrella PVO. Both local Guatemalan organizations as well as international groups will be eligible to respond.

The umbrella PVO will be selected on the basis of its written response, its budget requests and indications of its willingness to contribute its own resources toward fulfillment of the goals of the project. Other requirements for this organization are described in greater detail in Annex VI, which contains a copy of the scope of work and the RFP. The umbrella PVO chosen will need to be certified under the A.I.D. registration procedure for PVOs, to assure its ability to manage the project and assume financial responsibility.

It will also be required to have a review of its financial management capacity, in order to determine whether it will be eligible to receive advances under the project. A briefing by both the Mission Controller's Office and Contracts Office is anticipated in the early phases of project implementation to familiarize the umbrella PVO with A.I.D. financial management and contracting procedures. It is expected that a four-year HB 13 agreement will be signed with the umbrella PVO by the end of August, 1993.

1. Sub-Grantee Selection

Once the umbrella PVO is selected, it will then begin to request sub-grantee proposals for service delivery and research based on a pre-determined format and requirements. Sub-grantee proposals will be expected to include, as a minimum, a project description, estimate of resources required, a description of the accounting provisions, reporting procedures, and specific activities to be carried out by the sub-grantee. When necessary, the umbrella PVO will assist the sub-grantees in developing and presenting proposals.

The TAG will assist in the development of sub-grantee selection criteria. The Selection Committee, which will be

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composed of representatives from the umbrella PVO, UNICEF, the OHRO and USAID, will use these criteria to select sub-grantees. The Committee will review sub-grantee proposals and award grants twice a year. The first award of sub-grants is projected to take place in February, 1994, with awards every six months after that. The final award of sub-grants will be in February, 1997 to allow time for the sub-grantees to execute the activities prior to the PACD of December 31, 1997. It is estimated that 20-30 subgrants for service delivery and 10-20 subgrants for research activities will be made over the LOP.

2. Technical Advisory Group (TAG)

The three to five members that will make up the TAG will be selected by USAID/Guatemala in July, 1993. Members will be international professionals with extensive experience in projects assisting street children, working children and children who have been abused. Selection of TAG members will take into account the emphasis that will be placed on gender considerations under the project and the special needs of girls. The role of the TAG will be to advise the umbrella PVO, Casa Alianza and the OHRO on project implementation issues and to periodically monitor overall progress under the project.

The TAG will meet three times during the first year of the project and two times per year for the second, third and fourth year of the project. Members of the TAG will receive relevant documentation and periodic project reports from the umbrella PVO for review, and will also be asked to send relevant material and information to USAID regarding new advances, approaches or events related to the needs of children living on the street, working children or children who have been abused. Although formal meetings will only be held two to three times a year, the TAG will be in regular contact with the umbrella PVO on project implementation.

The umbrella PVO will provide administrative support for the meetings of the TAG, including issuing travel invitations, paying consultant fees, purchasing plane tickets, covering per diem and other costs. The first TAG meeting is projected to take place in November, 1993, with the final one in April of 1997.

3. Research and Training

The umbrella PVO will be responsible for coordinating all research and training activities under the project. Subgrants will be made to local PVOs to conduct research, using the process described above.

There are a number of groups in Guatemala capable of executing the studies that are required and of providing the kind

of relevant feedback for training. CONANI has offered successful training experiences in life skills. The Inter-institutional Commission for the Rights of the Child (CIPRODENI) and the Society for Guatemalan Family Development (SODIFAG) offer workshops for youth on their rights, experience that can be applied to training of others. The Center for Community Development (CEDIC) has experience in developing tutoring programs for children working in the streets. Casa Alianza can train others in techniques of approaching children of the street, street education, and counseling. The universities in Guatemala City also offer potential resources for training, in such areas as counseling for victims of sex abuse, child development, and even areas of training in project design and management.

B. Casa Alianza

Activities with Casa Alianza will be implemented through a four-year HB 13 agreement, projected to be signed in August, 1993. This agreement will support ongoing Casa Alianza activities under the Innovative Services component to provide services to children living on the street, increase Casa Alianza's program for the reintegration of families and also encourage the development of new and innovative activities, especially with girls. Casa Alianza will be expected to provide USAID with an annual workplan as well as quarterly reports about its activities under the Street Children Support Project, including a description of the nature, range and effect of its services and the population reached within Guatemala City.

C. Office of the Human Rights Ombudsman

The OHRO will sign a four-year HB 3 agreement in August, 1993 to support Public Awareness and Policy Development Activities. These activities will be designed to support the OHRO in implementation efforts, training and public education related to protecting the rights of children, particularly as it relates to Guatemala's pending new Code for the Protection of Children. These efforts will focus on public education, training and developing referral networks for protecting the rights of children in Guatemala City, but will also include support for the OHRO's efforts to expand these efforts in other areas of the country. The OHRO will be expected to present annual workplans as well as quarterly reports on its activities under the project.

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Table 6
Implementation Schedule
Street Children Support Project

June 1993	-	Project Authorized by USAID/Guatemala
July 1993	-	RFP issued for HB 13 agreement with umbrella PVO
	-	TAG team members selected by USAID/Guatemala
August 1993	-	HB 13 Agreement with Casa Alianza signed
	-	HB 3 Agreement with OHRO signed
	-	HB 13 Agreement with umbrella PVO signed
November 1993	-	First TAG meeting
February 1994	-	First group of sub-grants awarded
	-	Second TAG meeting
June 1994	-	Third TAG meeting
August 1994	-	Second group of sub-grants awarded
Oct 1994	-	Fourth TAG meeting
February 1995	-	Third group of sub-grants awarded
April 1995	-	Fifth TAG meeting
June 1995	-	Mid-term Evaluation conducted
August 1995	-	Fourth group of sub-grants awarded
Oct 1995	-	Sixth TAG meeting
February 1996	-	Fifth group of sub-grants awarded
April 1996	-	Seventh TAG meeting
August 1996	-	Sixth group of sub-grants awarded
Oct 1996	-	Eighth TAG meeting
February 1997	-	Seventh group of sub-grants awarded
April 1997	-	Ninth and final TAG meeting
Oct 1997	-	Final Evaluation conducted
Dec 1997	-	Project PACD

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D. Waivers

It is not expected that any source/origin procurement waivers will be required for the execution of the Street Children Support Project. All local source/origin procurements of professional services will most likely be under $250,000 per transaction and all local source/origin procurements of office supplies will be under $5,000 per transaction. If a waiver is needed, it will be processed when required.

A blanket waiver for the funding of international travel costs related to the study tours to other countries envisioned under this project will be processed with the project authorization.

A waiver of the 25% counterpart contribution may also be required for the umbrella PVO, depending on its financial capacity.

E. USAID Management Arrangements

The Street Children Support Project will be managed by the Office of Democratic Development and Training (ODDT) with technical support to be provided by the Office of Health and Education (OH&E).

As discussed elsewhere in this Project Paper, the policy focus of the Street Children Support Project is the glue that binds the project components and provides the context for the research, training and innovative services that will be undertaken by the umbrella organization. Given this emphasis on policy development, implementation and monitoring which will be embodied in the Handbook 3 Agreement with the OHRO, and the relationship of this component with the Mission's Strategic Objective for the Sustained Exercise of Inalienable Rights, ODDT seemed the logical place to center project management responsibilities.

In addition, ODDT has developed an effective working relationship with the OHRO over the past few years through its management of a separate Handbook 3 Agreement with them under the Democratic Initiatives Project. Housing the management of the Street Children Support Project in ODDT will allow the Mission to concentrate management responsibilities of both OHRO projects within one office and ensure that the policy framework of the project drives decision-making in the basic services, training and research components.

The OH&E will play a critical role throughout the project in providing the technical backstopping necessary to insure innovation, creativity and technical soundness of the project activities to be carried out through sub grants to PVOs and

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universities. One OH&E staff member will be specifically designated as the technical backstop for this project.

OH&E currently manages the SHARE project which is the precursor to the new Street Children Support Project. Through that project, funds have been provided to a number of local PVOs to provide prototype services to street children. As a result, OH&E has gained many valuable lessons about what works, what doesn't and what gaps remain in reaching this target audience which has helped to inform the design of this follow on program. Also, since many of the basic services to be provided under this project will be in the areas of health and education, coordination with OH&E will be critical in insuring that project interventions in these areas are consistent with other Mission programs of a similar nature, complement these initiatives and, most importantly, benefit from what is being learned through the OH&E portfolio.

Specifically, OH&E will be consulted in the design of selection criteria for PVO/university sub grants, drawing upon its experience with the SHARE project; the composition and scope of the Technical Advisory Group (TAG); the technical review of proposals for the PVO umbrella organization and project monitoring and evaluation of the basic services and training components of the project.

The ODDT project manager will be responsible for all aspects of project implementation, monitoring and evaluation, ensuring coordination among the various project components and establishing effective working relationships between USAID and the three institutions through which this project will be carried out. The ODDT Project Manager will also be responsible for coordinating OH&E input, as needed, throughout the life of project.

VI. MONITORING AND EVALUATION PLAN

Monitoring of progress under the Street Children Support Project will be conducted on three levels: end of project status, project outputs and sub-grantee performance/people level impact. Because this project embodies a new approach to issues relating to children living on the street, working children and children who have been abused, it will be crucial to project success to continually monitor project progress, incorporate lessons learned as the project is implemented and modify project direction as required. Baseline information for all indicators will have to be established in the first stages of project implementation and targets set for the life of the project. People-level impact indicators to be tracked by the sub-grantees will have to be established as sub-grantee proposals are received and selected for funding.

The TAG will have a critical role in monitoring success in meeting overall end of project targets as well as project outputs. All implementing organizations under the project will present quarterly reports on the status of meeting project outputs to A.I.D., with a copy to the umbrella PVO. Project output indicators that relate to project beneficiaries will be disaggregated, to the extent possible, by gender. These reports will be collected by the umbrella PVO and distributed to the TAG for their review. One of the critical tasks in the semi-annual TAG meetings will be to review these reports, discuss problems encountered in project implementation and make suggestions on how to improve project impact.

The umbrella PVO, in addition to reporting on overall project outputs, will be responsible for monitoring sub-grantee performance under the project, both in terms of institutional performance as well as service delivery.

Before an award is made to a sub-grantee, the umbrella PVO will make an initial assessment of the management and administrative capacity of the potential sub-grantee to identify weaknesses and areas where further training might be needed. Once an award is made, the umbrella PVO will work with the sub-grantee to strengthen their project management skills, financial administration and overall institutional capacity to provide services. While services are being provided under the award, the umbrella PVO will periodically monitor the performance of the sub-grantee to ensure that they are able to effectively deliver the services. Following the completion of the sub-grantee's activities, the umbrella PVO will conduct a final assessment of their management capacity to determine whether the sub-grantee's capacity has improved.

The umbrella PVO will also monitor the actual delivery of services by the sub-grantees under the project. The sub-grantees

will be required to submit periodic reports to the umbrella PVO on how many children have been assisted (disaggregated by gender) with what types of services, and how this level of execution compares to that planned under the grant. This information will be compiled by the umbrella PVO to allow an estimate of overall people-level impact of the project.

The OHRO will be required to submit quarterly reports outlining progress towards meeting overall EOPs and project outputs, as well as indication of any problems that have been encountered in project implementation.

The Mission, through its participation on the TAG, will be responsible for monitoring overall project implementation and financial status, and will be responsible for reporting on the project as it relates to the strategic objective of Sustained Exercise of Inalienable Rights. The Mission will include a report on the status of this project in its review of progress under this strategic objective and in the review conducted by the Country Team Working Group on the Sustained Exercise of Inalienable Rights.

In addition to the systems outlined above, a mid-term and final evaluation of the Street Children Support Project will be conducted. Funds for these evaluation will be included in the HB 3 agreement with the OHRO. Because of the innovative nature of this project, these evaluations will be critical to documenting lessons learned and incorporating these into project implementation.

VII. PROJECT ANALYSES

A. Constraints to Feasibility

The Street Children Support Project has been designed to address a number of the institutional constraints to project success. An explicit goal of the project will be to strengthen local PVO institutional capacity to manage and execute projects designed to deliver services in an innovative way to children living on the street, working children and children who have been abused. Capacity of the OHRO will also be strengthened to function as a advocate for the protection of children's rights and to provide services to children who have been abused.

However, although the project has been designed with this focus in mind, one constraint to project feasibility that may arise is the small number of local PVOs who potentially qualify for subgrants under the project. The project design assumes that enough PVOs are qualified or could become qualified to receive subgrants under the project. Preliminary indications show that approximately eight PVOs at the present time qualify for subgrants. The umbrella PVO will be required to work closely with all sub-grantees to assure acceptable proposals and to assure that sub-grantees are capable of improving their institutional capacity.

Another constraint that could arise involves the selection of the umbrella PVO. The project design assumes that a locally-based PVO exists with the administrative capacity and substantive experience to fill this role. Preliminary indications show that qualified organizations do exist.

Other constraints that exist include a change in the Government of Guatemala's attitude towards children and the protection of their rights. The current project design is dependent upon a supportive government policy and the political will to revise the current Code for the Protection of Children. If the government reverses its support, efforts of the OHRO to improve the policy environment and improve public awareness could be severely constrained. This constraint, however, is outside of the control of the project.

B. Summary of Project Analyses

1. Technical Analysis

Working Children and Youth: Children and youth in the informal sector in Guatemala typically work in sex-segregated occupations with males working primarily in vending (54 percent) and females working largely in domestic work (53 percent). In addition, these youth have low educational attainment and little on-the-job training, which often condemns them to subsistence

level employment with little opportunity for advancement. For example, a recent survey of 681 working children (ages 5-19) in Guatemala City and Quetzaltenango found that 29 percent were illiterate; only seven percent finished primary school. Sixty-one percent had completed some primary school, with an average of three years of formal schooling. In addition, only eight percent of the youth interviewed said they attend school while also working.

The reasons these youth work is nearly universally to contribute to their family's income; in the HOPE survey of working children, nearly 60 percent said the main reason for working was to contribute economically to their family. Two-thirds of the youth said they give the money earned directly to their mother. The family's dependence on this income for its survival is often an obstacle to offering alternatives to these youth, including schooling and vocational training.

In addition, work on the street in the informal sector is often a precursor to living on street, breaking family ties, and becoming involved in drug abuse. A 1990 study by HOPE found that 40 percent of children living on the streets reported that they worked on the street (while still living at home) before they ended up living on the street. Thus, in terms of preventive work to keep more children from ending up living on the street, assisting urban working children and youth is one of the most effective points of intervention.

Street Children: While the numbers of children and youth living on the street in Guatemala City is much smaller than the number of youth working in informal and formal sector activities, the following information highlights their precarious living conditions and urgent needs:

-- **Abuse by police.** In the past two years there has been extensive reporting on violence against street children committed by Guatemalan police. NGOs report that harassment and lesser violence continue, as do harassment of staff of some organizations working with street children. One NGO reports that while police violence against street children has diminished, violence from guards and other individuals has increased, apparently with tacit approval from police who have witnessed such occurrences. Indeed, there is fairly widespread sentiment in Guatemalan society that street children are thieves and drug users, pointing to the need for public education campaigns.

-- **Health Problems:** The living conditions of street children make them extremely prone to illness. In HOPE's recent study, 54 percent of street children interviewed reported being ill in the two weeks prior to the study. In terms of the kinds of illnesses they face, nearly 50 percent reported respiratory infections followed by fevers (17 percent). Staff from programs

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say that skin disorders and gastrointestinal disorders are also common. Another major concern is accidents; nearly 50 percent of youth interviewed said they had suffered injuries due to accidents, primarily being hit by cars.

-- **Drug abuse:** Informal estimates by staff at NGOs working with street children are that 90 percent of children living on the streets are involved in drug use, primarily inhaling of industrial glue (pegamento) or other solvents. CEDIC, Casa Alianza and Solo para Mujeres, all of which assist street children, report drug use as being one of the main obstacles to helping children off of the street. While there is no physical dependency on glue, psychological dependence is a major challenge to assisting street children. Programs working in other countries report that they best strategy for street youth using drugs is a combination of efforts to improve their living situations, along with recreation, and group and individual therapy.

-- **Special Needs of Street Girls:** While the number of girls and young women living on the streets is far smaller than the number of boys, as previously mentioned, the needs of girls require special attention. Specifically, girls are far more likely to be victims of sexual abuse, face problems related to their reproductive health, and have more psychological problems resulting from abandonment and abuse than boys.

Victims of Abuse: The three most pressing needs of low income children and youth who are victims of abuse are: (1) reporting of the abuse; (2) immediate protection, which may include short-term shelter in some cases of serious abuse or removal from the home of the abuser; and (3) counseling for the child, the family and the abuser. Prevention of abuse through workshops for parents, teachers, health professionals and others could also be considered a need of this population. Legal protection through pressing charges against abusers should also be considered an important need. This last issue, that of pressing charges, is currently being pursued by the Procuraduría through its hotline system. The needs which are not being met adequately are those related to reporting and counseling.

The development of innovative, non-governmental responses to the needs of street and working children is very recent in Guatemala. The majority of the organizations working with these populations are about six to seven years old, with some being younger than five years. Nonetheless, these programs offer an impressive array of services and program models which USAID/Guatemala should support.

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2. Financial Analysis

A. Casa Alianza

Casa Alianza currently manages an annual budget of $1.7 million, and is projected to receive no more than $232,000 under the Street Children Support Project. ($200,000 will support project activities and $32,000 is being provided for annual audits under the recipient contracted audit program.) Casa Alianza has never directly received A.I.D. funds; in 1992, however, it received a sub-grant for less than $25,000 under the USAID program with SHARE, and was able to successfully manage these resources.

Casa Alianza is currently undergoing a review of its financial management and accounting systems to determine whether they are adequate to meet A.I.D. requirements for financial certification. If they are not adequate, funds from the Street Children Support Project will be used to bring Casa Alianza's system in line with A.I.D. requirements. Once Casa Alianza's system is certified, it is expected that they will receive advances of project funds.

Because project resources will be used to provide complementary funding to expand current Casa Alianza activities and Casa Alianza already is an established PVO with a relatively large staff (200) and existing facilities in Guatemala City and in the departments that are not dependent on project funding, it is reasonable to assume that Casa Alianza will have sufficient resources to carry out project activities.

B. OHRO

In addition to receiving $588,000 in assistance under the Street Children Support Project, the OHRO is currently managing $2.6 million provided under the Democratic Institutions Project. Like Casa Alianza, the OHRO is an established institution with an existing staff that can carry out project activities and offices both in Guatemala City and in the departments that will not be solely dependent on project funding. This provides a reasonable degree of assurance that the OHRO will have sufficient counterpart funds to carry out project activities. In addition, the OHRO has a track record of being able to secure in-kind contributions of inputs critical to program success, such as free air-time on radio and television stations and free publicity in newspapers for their media campaigns.

Funds from the Street Children Support Project will be used to expand existing efforts of the OHRO to increase public awareness and understanding of the need to protect

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children's rights and of the new Code for the Protection of Children, to develop monitoring and reporting systems related to implementation of this new Code and to strengthen the OHRO's existing capacity to deliver services and function as an advocate for children's rights.

As a governmental organization, no advances will be provided to the OHRO. Instead, the Mission will directly contract for all training and technical assistance that will be required under the project, except for locally based training courses which will be funded by the OHRO and then reimbursed by A.I.D. This is the system that is currently being used very effectively under the Democratic Institutions project.

3. Institutional Analysis

A. Umbrella PVO

The agency selected as the umbrella organization should have the capacity and experience to lead a number of sub-grantees in the delivery of various services and programs. As prime grantee, it will demonstrate an ability to offer leadership in a variety of areas within the Street Children Support Project. A number of smaller grants will be awarded to deliver basic services to street children, to working children in various settings and to ameliorate the current situation of abused and neglected children in Guatemala. Grants will be given to promote the training of participating sub-grantee line and supervisory staff. Technical training and evaluative studies will also be part of the Project's activities. The umbrella PVO will have experience and will possess a Guatemalan track-record in these areas or will have organizational and administrative capacity to oversee these activities by sub-grantee agencies.

Other strengths of this key coordinating organization will be its ability to collaborate with other agencies, to work with members of a sub-grantee Selection Committee and to work comfortably with an internationally-represented Program Committee. The umbrella PVO will demonstrate an historical presence in Guatemala. It will have experience working with street children issues or be capable of linking into the network of existing services currently directed to street children issues. It will have the capacity to identify technical assistance issues and have a history of conducting or participating in such studies. It will demonstrate a past history of soliciting, receiving, monitoring and reporting on grants it has received.

It will be properly registered to legally operate as a Non-governmental Organization [NGO] within the country. It should possess **current** administrative and management capability to oversee and offer technical assistance and reporting skills

for the financial, programmatic and general administrative tasks which are encompassed as the prime grantee.

B. Casa Alianza

Casa Alianza continues to be a major player in the field of basic service delivery to street children in Guatemala, particularly in the capital city. Recent consultant interviews indicate that Casa Alianza currently possesses the institutional capacity to provide basic services under the Street Children Support Project. Casa Alianza could be most effective in optimizing its existing programs and in broadening its services through a direct contract with this Project.

One of its most visible roles is that of **advocate** to the dispossessed street child. It defends the rights of children with the public, in the mass media, courts, with law enforcement and wherever, whenever necessary. This continuing role would argue for a bilateral agreement with USAID, outside of the tasks, responsibilities and organizational demands of the umbrella PVO, Casa Alianza is capable to operate under the same criterion as other PVOs delivering basic services.

Their current programs include Street Educators and direct service delivery through their Crisis Centers, and operating halfway-type Transition Homes, with separate services for boys and girls. All of these services are located in Guatemala City. They also operate 35 group homes in Antigua, Nebaj and Guatemala City. Current staffing totals 200-210 staff, including 40 volunteers.

C. OHRO

The Children's Office of the OHRO has been an integral part of the organization since it was founded in 1987. The OHRO includes the rights of children in its general education and outreach programs. In addition, the six-person office in Guatemala City in charge of Social Rights (Derechos Sociales), which is specifically in charge of activities related to the rights of children, carries out the following activities in defense of children's rights:

- Coordinates the Commission to Support the Convention on the Rights of the Child, the lead committee for rewriting Guatemala's Code for the Protection of Children (the Code for the Protection of Children).

- Carries out workshops for teachers, parents and health professionals on the rights of children, detecting child abuse and other related issues.

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- Investigates cases of child abuse that are reported to its telephone hotline.

- Develops and disseminates educational materials related to the rights of children.

In terms of personnel working directly on children's rights issues, it is clear that the OHRO is stretched, given the number of activities it is carrying out. The Commission to Support the Convention on the Rights of the Child has an executive and administrative secretary.

In terms of leadership and credibility, most PVOs working on children's rights give the OHRO high marks for its work, although some say that OHRO staff are stretched too far and lack technical expertise on some issues related to children's rights. Given that the office is in charge of "defending" all social rights, including children's rights, this may be a fair criticism and points to the need for technical assistance and staff training.

It is also clear that the OHRO is interested in doing more to protect children's rights, including increasing their media and public education efforts; training community promoters in urban slum areas regarding children's rights; improving their system to provide referrals to services for abused children; and establishing local commissions for defending children's rights in each department. The key question will be how the OHRO will staff these activities. They can clearly use technical assistance in the form of consultants, but they will likely need to increase permanent staff working on children's rights to be able to effectively manage an expanded project.

D. Local PVOs/Universities

As per the priorities and goals of the Street Children Support Project, a number of PVOs in Guatemala City will receive sub-grants as discussed under the Project Description (Basic Services and Studies). There are a number of PVOs in Guatemala which provide services to street and working children or abused children and which could benefit from these subgrants in Basic Services to:

-- Expand their level of services;
-- Begin services for a new population, such as street girls or working girls;
-- Experiment with a new program model, such as the formation of a cooperative or new income generation scheme for working children;
-- Begin services in a new area, such as health education or family reunification.

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While the majority of the PVOs currently working with street and working children in Guatemala City are relatively small and young, they are capable of using grants in the range of $25,000. In addition, some of the larger organizations, such as SODIFAG, are capable of using much larger grants.

4. Economic Analysis

Because of the nature of this project, it is difficult to precisely determine what the economic benefits of the project will be and whether there will be a sufficient rate of return to justify the $3 million investment into project activities. Instead, the Street Children Support Project can be economically justified because it is the least-cost alternative for having a significant impact on children living on the street, children working in the informal sector and children who have been abused.

The Street Children Support Project was designed taking into account lessons learned from similar projects. Rather than using the traditional approach of focusing resources on providing services directly to the target population, an alternative approach focused on institutional strengthening and policy development was chosen because it would have more impact. The project will be able to positively effect the lives of more children by improving the current policy framework protecting the rights of children and increasing public awareness of these rights. One of the main outcomes of the project will be an improved institutional capacity to meet the needs of children, both in the public and private sector. By strengthening institutional capacity, the project will continue to have an impact on meeting the needs and protecting the rights of children long after the end of the project.

5. Social Soundness Analysis

The social and economic factors which have led to a large number of children living and working the streets in Guatemala City are all relatively new. Thus societal attitudes and programmatic responses are also new. For generations, the work of children --normally alongside their parents-- has been socially accepted, and indeed the norm, in rural areas of Guatemala. In essence, the work of children in rural areas, both by indigenous and ladino populations, was seen as a necessary and natural part of family survival and childhood. Low school enrollment rates and school drop-out at relatively young ages were --and still are to a lesser extent even today-- the norm in rural Guatemala.

That same attitude in part has been transferred to children working in urban areas, without a thorough understanding of the difference between rural-based child work and urban-based child work. With a modernizing economy and social changes in

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Guatemala City, there is a greater need for literacy to function and secure adequate employment, and thus a need to re-examine the notion of child work. In addition, urban-based child work is subject to more possibilities of exploitation as it often takes place away from parents.

The concept of children living on the streets in Guatemala City, and the existence of a "culture" of street children, including drug use and gangs, is also a new phenomenon in Guatemala City. In general, the Guatemalan public and hence the government response has been to treat street children as delinquents and actual or potential criminals. With cases of police abuse of street children, there has been little public outcry.

The issue of child abuse, including sexual abuse, is also a new theme to be discussed both by child welfare professionals and the general public in Guatemala. Many experts on family life in Guatemala have long recognized child abuse -- particularly excessive physical punishment-- as common among indigenous and ladino families in Guatemala. Only until recently, however, has the issue gained more attention, with awareness surrounding the Convention on the Rights of the Child and a telephone hotline reporting system for child abuse in Guatemala City. Even with these changes, however, it is still an issue that is surrounded by silence, especially when the perpetrator is the father or stepfather of a household.

In sum, all issues - urban working children, street children and child abuse - are relatively new in Guatemala. Given competing social problems and needs in Guatemala, the public (as manifested through government support) in general has not responded with an adequate level of services. Instead, most assistance for these projects has come from outside the country. While there is some local charity support for street children and other abandoned children through local religious organizations, the prevailing attitude has been to let foreigners take care of the problem.

Aside from this important social consideration of public attitudes, the following are other social issues that impact the project and were considered in the project planning process:

- <u>Lack of child participation</u> Most programs, governmental and non-governmental, assisting street children and youth have been directive and paternalistic, leaving little room for the child to participate in decision-making on efforts on their own behalf. this has been included as a criteria for selecting sub-grantees.

- <u>The special needs of girls</u> Most programs assisting street and working children have tended to "add girls and stir", that is

offer girls the same services as boys, without recognizing their different needs. Given the high incidence of sexual abuse among girls living on the streets, and the special psychological needs they have as a result of sexual abuse, as well as their special needs regarding reproductive health, special services are needed for street girls. This issue has been considered in the project development, and is included as a criteria for selecting sub-grantees.

- The need to promote non-institutional approaches that include the family Most programs for street children (children living on the street) and abused children in Guatemala have been institutional in approach meaning that they have tended to place children in closed centers or shelters, isolating them from their families and indeed treating the families of the children with a degree of scorn. Thus, the Street children's Support Project will support innovative program models which are non-institutional in nature and which include the family.

- The lack of a central government organization promoting standards or coordinating efforts on behalf of street and working children The tendency of the Guatemalan Government has been to accept virtually any foreign or local-based organization assisting street and working children. Even in cases of abuse of children by staff, little action has been taken. In sum, the Guatemalan government views itself as incapable of dealing with the number of children in need in the country and has accepted organizations even when serious questions arise about abuse and staff competence. This project will seek to improve standards for residential care and other services for street and working children, both among governmental and nongovernmental organizations, through training efforts.

- The need to intervene both at the "prevention" and "treatment" levels Children living on the streets require urgent attention, however, the project should also look at preventing more children from ending up on the streets. Thus, by paying attention to working children and abused children --both common factors in leading children to live in the streets-- this project includes feasible "preventing" activities.

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LOGICAL FRAMEWORK

Life of Project: _____
From FY 93 to FY 97
Total U.S. Funding $3 Million
Date Prepared: _____

Project Title & Number: Street Children Support Project (520-0412)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
I. Goal: To enhance and protect the basic human rights of children	Full enactment and implementation of laws protecting children's rights.	• OHRO HR report • Monitoring of the implementation of convention articles by appointed commission • Reports of other child advocacy and HR groups	• Effective public/ private sector cooperation in enhancing and protecting children's rights
II. Purpose Assist GOG in fulfilling its pledge to implement the terms of the International Convention on the Rights of Children and improve / expand PVO capacity to design / deliver services to children-in-need	• Increase in public awareness of children's rights and the availability of services for children-in-need • Participating PVOs capable of providing innovative services	• Increased use of OHRO hotline • Increased number of complaints filed with OHRO children's rights • Increased referrals made by OHRO for children-in-need services • Qualitative management review of participating NGOs	• GOG will honor its pledge to implement Convention on the Rights of Children • PVOs are interested in and capable of implementing new and innovative activities

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Outputs			
I. OHRO			
- Public awareness campaign	y Nationwide campaign designed and delivered	Regular Project Progress Report	y Donated air time
- Referral system expanded for children-in-need	y Referral system for children-in-need, improved and expanded		y Increased public interest in plight of children-in-need
- Training of OHRO education staff	y OHRO education staff trained		y Continued GOG support of OHRO
- Public education programs	y X? Public education programs designed		y Passage of new code
	y X? courses for justice sector personnel designed and delivered		
- 3rd country training	y 10 GOG representatives receive international training		

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Outputs			
II. PVO/University community			
y Basic service delivery	y To be determined based on proposals from NGOs	Regular Project Progress Report	PVOs/universities submit competitive proposals worthy of funding
- health/nutrition interventions			
- drug awareness/ treatment and prevention			
- job training and placement			
- counseling services for children-in-need			
- basic education/ literacy			
- other			
y Research and training			
- studies	y 5-10 studies published and disseminated		
- in country training	y 60-80 NGO staff trained		
- 3rd. country training	y 15-20 NGO		

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Inputs: y Technical Assistance y Training y Basic service delivery y Materials production and publication	See budget		y Continuing Congressional earmark for children in need and that USAID/Guatemala will have access to available funds in out years to finance project mortgage

Technical Analysis

I. Context

The rapid urbanization of Guatemala in the past 10 years, along with growing urban poverty has led to large and apparently increasing numbers of children and youth living or working in city streets, principally in Guatemala City. This situation has also been exacerbated by internal conflicts in rural areas, which according to UNICEF left between 1 million and 1.5 million persons dislocated in Guatemala in the 1980s, of which more than 700,000 were youth and children. Taken together, these conditions of urbanization, urban poverty, internal conflicts and subsequent family disintegration have led to a large number of children and youth both working (full- or part-time), primarily in informal sector activities, and a far smaller but still significant number of children and youth living full- or part-time in the streets.

According to recent figures from UNICEF, a total of 1.44 million children and youth ages 0-17 live in urban areas in Guatemala, of which approximately 55 percent -- or nearly 800,000 -- live in conditions of extreme poverty. An estimated 30 percent of residents in Guatemala City live in urban slum areas, of which less than one-fourth of their dwellings are considered "houses."(UNICEF) This population of urban slum dwellers in Guatemala City is comprised of an estimated 560,000 persons -- of which roughly 50 percent are youth and children.

These children and youth living in poverty constitute the population "at-risk" of ending up living or working on city streets, frequently outside the public school system, and often working in the formal or informal sectors. A large number of children and youth living in Guatemala City's urban slums are also likely victims of child abuse in their homes. However, a lack of research on the magnitude of the problem as well as inadequate systems for re-porting and responding to cases of abuse, means that this population of at-risk children and youth is often overlooked.

This technical analysis, in keeping with the focus of the Street Children Support Project, will thus focus on the situation, needs and program responses for three specific populations of at-risk children and youth: (1) children and youth living on the streets (street children); (2) children and youth working on the streets or in sector work settings in Guatemala City (working children); and (3) children and youth in Guatemala City who are victims of child abuse (victims of abuse).

It is worth noting that these three populations are not entirely exclusive. Street children and working children are also often victims of abuse. Nonetheless, it is worth including victims of child abuse as an additional population of youth at-risk of becoming street children.

Interviews with street children have found that a large portion reported being abused in their homes; many reported abuse as one of the reasons they ended up living on the streets. Thus, from a preventive point of view, services to prevent abuse and provide counseling for abused children prevents more children from ending up on the streets.

II. Magnitude of Street and Working Children in Guatemala

Concrete figures on the exact number of children and youth either living on the street, working in the informal or formal sectors, and or who are victims of child abuse are lacking in Guatemala. Nonetheless, data from various small-scale research projects and extrapolation from workforce figures gives at least some idea of the magnitude of the needs. It is worth pointing out that this lack of solid baseline data hinders the ability to evaluate the impact of program efforts and points to the need for more rigorous research.

The following is a brief analysis of existing figures on the three populations in question:

Working Children: Data from numerous sources points to the existence of a large population of urban-based children and youth working in the informal and formal sectors. For example, for Guatemala as a whole, 44 percent of the population ages 7 to 19 years was outside the school system in 1989. Only 60 percent of children in urban areas in Guatemala are enrolled in primary school.(UNICEF) In urban slum areas, only 12 percent of youth over age 14 have completed the level of education considered normal for their age.(UNICEF) The majority of these children and youth drop out of school to work to support their family's income.

UNICEF also estimates that for Guatemala as a whole, including both rural and urban areas, 1.2 million children and youth -- or 40 percent of all youth in Guatemala -- ages seven to 18 are involved in "survival strategies," meaning that they work in some capacity. Of these, UNICEF, using recent census data, calculates that 776,486 children and youth in Guatemala work in formal sector activities and 137,027 work in informal sector activities. UNICEF classifies another 245,840 children and youth as working in "actividades marginales de ingreso".

It should be noted that these figures are taken from a labor force survey; such surveys typically undercount informal sector

participation and probably also include many informal sector activities in the category of formal sector activities. In addition, the work of girls and young women -- which often takes the form of helpers for their mothers or work in the home -- is notoriously undercounted in traditional labor force studies. Even if imprecise, however, these figures clearly indicate that a large proportion of Guatemala's children and youth are working.

It should be pointed out that work in urban settings is often far more dangerous, damaging and exploitative than rural-based child labor, which often takes place alongside parents. In the case of formal sector child work -- which is virtually 100 percent urban --in spite of the existence of protective legislation and the creation of a government office for the protection of working youth, few businesses adhere to requirements of hours, minimum wage and social security for minors. Work in the informal sector in urban areas also represents a high risk for children, as it predominantly takes place away from the supervision of parents, is almost completely outside of protective legislation, and is subject to exploitation by employers.

Children and Youth Living on the Street: The estimates of children and youth living on the street in all urban areas of Guatemala range from 1,500 (UNICEF) to 5,000 (ChildHope). According to UNICEF, there may be as many as 1,000 children and youth living on the streets in Guatemala City at any given time (although UNICEF officials say the number is likely smaller, probably around 500). Another 450 children and youth who previously lived on the street currently receive residential care in Guatemala as a whole. In any case, it should be pointed out that there exists no accurate census of street children. It can be concluded, however, according to interviews with UNICEF and local NGOs, that the number of children living full-time on the streets is relatively small. Even so, the needs of children and youth living on the street are acute and thus deserve special attention. In addition, while the number of youth living on the streets of Guatemala City may be relatively small on any given night, the population is always in flux. Thus, in the course of a year, there may be far more children who actually spend some time living on the streets.

In terms of the characteristics of street children, UNICEF guesses that one-third of youth living on the streets are female, while the rest are males. In-depth interviews with 61 children and youth living on the streets, ChildHope found that 90 percent were males. More than two-thirds of all street youth interviewed in the ChildHope survey had completed between one and three years of primary school. In addition, half of the youth said they had family in Guatemala City.

Girls are to be likely undercounted in research projects on street children in part because a large number of street girls are involved in survival sex or prostitution and thus hidden from researchers in brothels and pensions. However, limited research on the special needs of girls suggests that their needs are even more acute, as the following section describes.

While the exact number of children and youth living in the streets or living in brothels in Guatemala City is unclear, the number is relatively small, especially when compared to the number of children and youth working in the informal sector.

Victims of Abuse: To date, there is extremely little information on the incidence of child abuse in Guatemala due to the lack of a reporting system and the lack of a quantitative base. The Office of the Human Rights Ombudsman (OHRO) currently reports that it receives between three and four calls per day in Guatemala City of cases of child abuse, which would be approximately 1400 calls annually. The Juvenile Tribunal (Magistratura del Menor) received reports of 1,800 cases of child abuse nationally in Guatemala in 1990. However, it is widely accepted that the number of reports received is only a small portion of actual cases of abuse.

Paniamor, a Costa Rican NGO which works in the field of child abuse, estimates that reported cases of child abuse represent only one-tenth of the total number of actual incidents. Additional research from Bogotá, Colombia, found that nearly a quarter of children and youth in urban slum areas reported abuse in the home. While this included both mild abuse, and more serious abuse, the numbers are nonetheless dramatic. Similarly, in Ecuador, a survey of youth in Guayaquil and Quito found that nearly 30 percent of youth reported sexual abuse, although the majority of the abuse was committed by family friends rather than direct family members. In Latin America as a whole, there is relatively little information on the incidence of child abuse and sexual abuse, nonetheless, these examples provide an indication of the possible size of the problem in Guatemala. These two examples also show that while conducting research on child abuse and sexual abuse is difficult, it can be done and is an important precursor to efforts to prevent abuse, raise awareness about abuse, increase reporting and provide treatment to victims.

III. The Specific Needs of Street Children, Working Children and Victims of Abuse

Following is a further analysis of the characteristics and needs of the three categories of at-risk children and youth:

Working Children and Youth: Children and youth in the informal sector in Guatemala typically work in sex-segregated occupations

with males working primarily in vending (54 percent) and females working largely in domestic work (53 percent).(UNICEF) In addition, these youth have low educational attainment and little on-the-job training, which often condemns them to subsistence level employment with little opportunity for advancement. For example, a recent survey of 681 working children (ages 5-19) in Guatemala City and Quetzaltenango found that 29 percent were illiterate; only seven percent finished primary school.(ChildHope) Sixty-one percent had completed some primary school, with an average of three years of formal schooling. In addition, only eight percent of the youth interviewed said they attended school while also working.

The reasons these youth work is nearly universally to contribute to their family's income; in the ChildHope survey of working children, nearly 60 percent said the main reason for working was to contribute economically to their family. Two-thirds of the youth said they give the money earned directly to their mother. The family's dependence on this income for its survival is often an obstacle to offering alternatives to these youth, including schooling and vocational training.

In terms of the hours these youth work, half said they work between nine and 12 hours daily, well above the four hours per day allowed by current Guatemalan law. An additional one-fifth work between five and eight hours and only 16 percent work the legally allowed four hours or less per day. Their earnings are also extremely low: 35 percent said they earn between one and five Quetzales (between US20 cents and US$1) per day, while 18 percent said they earn between 5 and 10 Quetzales daily and 38 percent earn between nothing and one Quetzal. In sum, the work of children in the informal sector is not of the kind that represents part-time work or apprenticeships. It is instead damaging in terms of the children's educational attainment, health and future earning potential.

The kinds of work children carry out in the informal sector ranges from selling in the market, watching cars, hauling garbage and singing on buses to prostitution and drug trafficking. To give one case study, CEDIC, an NGO working with "ruleteros" (youth who call out destinations and collect money on buses), estimates that 350 youth (all males) work in such conditions. Their workdays average between 16 and 17 hours per day; in addition, the youth typically sleep in bus stations and are subject to respiratory infections and poor nutrition. To give another example, one program working with domestic workers reports that the girls (the majority of whom migrate to the city without their families) work six to seven days per week, often with only a few hours off on Sunday. In addition, the girls are cut off from their families and are sometimes subject to sexual abuse by employers or sons of employers.

In terms of youth in the formal sector, very little information is available. Some NGOs report that a growing number of young women are working in the "maquilas" or garment factories. The OHRO, based on recent visits to a number of the maquilas, estimated that 70 percent of the women who work in the factories may be minors. These young women also often have six-day work weeks and few breaks. They are also generally underpaid and closed off from inspections by government officials. Unfortunately, there is currently no complete study on the working conditions and needs of children and youth in the formal sector and data on informal sector child labor is also incomplete.

In addition, work on the street in the informal sector is often a precursor to living on street, breaking family ties, and becoming involved in drug abuse. A 1990 study by ChildHope found that 40 percent of children living on the streets reported that they worked on the street (while still living at home) before they ended up living on the street. Thus, in terms of preventive work to keep more children from ending up living on the street, assisting urban working children and youth is one of the most effective points of intervention.

Street Children: While the numbers of children and youth living on the street in Guatemala City is much smaller than the number of youth working in informal and formal sector activities, the following information highlights their precarious living conditions and urgent needs:

-- Abuse by police. In the past two years there has been extensive reporting on violence against street children committed by Guatemalan police. Staff at Casa Alianza, which pressed charges in several notable cases against the police involved, say the situation has improved in the past year, at least with regard to the killing of street children. Nonetheless, Casa Alianza, the OHRO, and NGOs report that harassment and lesser violence continue, as do harassment of staff of some organizations working with street children.

One NGO reports that while police violence against street children has diminished, violence from guards and other individuals has increased, apparently with tacit approval from police who have witnessed such occurrences. In addition, ChildHope's 1990 study of street children found that abuse by police was reported as the main fear of being on the streets (43 percent) followed by the fear of being killed (18 percent). In general, there has been little public outcry in Guatemala against tne violence (most of the pressure comes from the international press). Indeed, there is fairly widespread sentiment in Guatemalan society that street children are thieves and drug users, pointing to the need for public education campaigns.

-- **Health Problems:** The living conditions of street children make them extremely prone to illness. In ChildHope's recent study, 54 percent of street children interviewed reported being ill in the two weeks prior to the study. In terms of the kinds of illnesses they face, nearly 50 percent reported respiratory infections followed by fevers (17 percent). Staff from programs say that skin disorders and gastrointestinal disorders are also common. Another major concern is accidents; nearly 50 percent of youth interviewed said they had suffered injuries due to accidents, primarily being hit by cars.

Sexually transmitted diseases are also common. A 1991 study by CODETS and APROFAM found that 143 street children (104 males) in Guatemala City had STDs during a three-month period. In looking at the background of youth, 100 percent reported no condom use. All reported being victims of sexual abuse and 93 percent had previously had an STD. All had used some drug recently, with solvents being the most common. Three-quarters of the males reported they sometimes were involved in homosexual activities, and the majority of youth -- both male and female -- reported that they were involved in "survival sex" or prostitution. These extremely high rates of STDs also point to the potential -- if not actual -- risk of HIV/AIDS among this population.

-- **Drug abuse:** Informal estimates by staff at NGOs working with street children are that 90 percent of children living on the streets are involved in drug use, primarily inhaling of industrial glue (pegamento) or other solvents. CEDIC, Casa Alianza and Solo para Mujeres, all of which assist street children, report drug use as being one of the main obstacles to helping children off of the street. While there is no physical dependency on glue, psychological dependence is a major challenge to assisting street children. Programs working in other countries report that they best strategy for street youth using drugs is a combination of efforts to improve their living situations, along with recreation, and group and individual therapy.

-- **Special Needs of Street Girls:** While the number of girls and young women living on the streets is far smaller than the number of boys, as previously mentioned, the needs of girls require special attention. Specifically, girls are far more likely to be victims of sexual abuse, face problems related to their reproductive health, and have more psychological problems resulting from abandonment and abuse than boys.

In a study supported by ChildHope in 1991 with 75 girls living on the streets or in brothels (ages 8-18), 61 percent reported that the main reason for being on the street was abuse in their homes. Twenty-seven percent of all of the girls interviewed said they had been sexually abused in their homes. Thirty-six percent of

the young women reported prostitution as their main source of income. In terms of the problems reported on the street, 68 percent mentioned abuse by police. Twenty-seven percent of the girls reported that they had been pregnant at least once. (Hogares Mujercitas, 1991)

Another ChildHope-supported study in 1992 of 26 young women ages 12 to 18 involved in prostitution found similar situations. One-fourth of the young women were illiterate; the average educational attainment was two years. The majority of the young women came from female-headed households, and 85 percent reported being physically abused in their homes. One-fifth reported being sexually abused in their homes.

Early sexual initiation was common among those interviewed, with 68 percent being sexually active by age 13; more than two-thirds of all the young women interviewed said their first sexual encounter was against their will. Sexually transmitted diseases were reported as a major health problem: 83 percent of those under age 15 and nearly 50 percent of those ages 15-18 reported being exposed to STDs at least once.(ChildHope, 1992).

In addition to these needs, programs assisting street girls in Guatemala and elsewhere in Latin America report that girls suffer disproportionately when their family ties are broken. Given socialization patterns of girls in Latin America, the reasons are fairly straightforward: Young women are socialized to remain in the home and be more connected to their families and mothers. When these ties are broken, girls have fewer coping skills to survive in the street.

Also, sexual abuse (most often committed by stepfathers) brings additional psychological implications, primarily related to self-image and self-esteem, sexuality, and self-efficacy. This psychological damage of street girls is demonstrated in various behavior patterns common among street girls including self-mutilation, involvement in compulsive and negative sexual relationships, involvement in prostitution, and early childbearing.
To address this psychological damage, street girls often need more intensive and long-term psychological support, representing higher costs to programs and requiring special training for program staff.

In summary, while the number of children living on the streets in Guatemala City is relatively small, their needs are acute and the services they require must be intensive. The psychological damage of living on the street, combined with the effects of violence both on the streets and in the home along with drug abuse, means that the services they need are costly and time-intensive.

Victims of Abuse: The three most pressing needs of low income children and youth who are victims of abuse are: (1) reporting of the abuse; (2) immediate protection, which may include short-term shelter in some cases of serious abuse or removal from the home of the abuser; and (3) counseling for the child, the family and the abuser. Prevention of abuse through workshops for parents, teachers, health professionals and others could also be considered a need of this population. Legal protection through pressing charges against abusers should also be considered an important need. This last issue, that of pressing charges, is currently being pursued by the OHRO through its hotline system. The needs which are not being met adequately are those related to reporting and counseling.

IV. Governmental and Non-governmental Response to the Needs of Street and Working Children

There are a number of important NGOs and governmental programs assisting street and working children in Guatemala. Nonetheless, existing data from UNICEF and elsewhere points to a large unmet need for services, particularly with regard to children and youth who work on the streets.

The development of innovative, non-governmental responses to the needs of street and working children is very recent in Guatemala. The majority of the organizations working with these populations are about six to seven years old, with some being younger than five years. Nonetheless, these programs offer an impressive array of services and program models which USAID/Guatemala should support. The following are the kinds of program models currently offered to street and working children in Guatemala City:

- **Shelter:** Residential services including group homes and transitional living situations for children living on the streets (CEDIC, Solo para Mujeres, Casa Alianza);

- **Street Education:** Outreach efforts to work with street and working children where they congregate, as well as efforts to invite street children to leave the streets (SODIFAG, Solo para Mujeres, CEDIC, Casa Alianza);

- **Health Education:** Training of educators and counselors in areas related to STD and AIDS prevention and basic health (CONANI, ChildHope);

- **Special Educational Support:** Tutoring or accelerated educational programs for working youth (PERA, CEDIC, SODIFAG)

- **Community Outreach/Community Development:** Efforts to organize and work with low income youth in urban slum

areas (CONANI, ChildHope)

Vocational Training: Training in job skills for working children (SODIFAG, PERA, CONANI, SOJUGSMA)

While UNICEF is working with the government in an effort to "de-institutionalize" and "humanize" the public child welfare system, the majority of NGOs and child welfare experts in Guatemala report that government services continue to be poorly run and extremely institutional in focus. In terms of street children, the government programs continue to see them as "child transgressors" and therefore operate services of a punitive nature.

In terms of children living on the street, there are three principal organizations in Guatemala City: (1) Casa Alianza, which offers street outreach, a drop-in residential shelter for boys and girls, and group homes for both boys and girls (Population served: approximately 250); (2) CEDIC, which offers similar services on a smaller scale and also offers a day drop-in center for boys (currently providing residential services to 28 street youth and drop-in services to 25); and (3) Solo para Mujeres, which operates street education, a day drop-in center and residential services for street girls (currently providing residential services to 90 girls and drop-in services to 30). Combined, these organizations currently provide residential services to approximately 358 youth and day drop-in services to 55 youth.

While there is still more demand than supply for services for children living in the streets, these three organizations are doing an admirable job of reaching a fairly large percentage of street children in Guatemala City. According to CONANI, all told, there are 41 organizations offering residential care to 2,674 children and youth in Guatemala City, although a very small percentage of these are considered street children.

In terms of working children and youth, there is a relative dearth of NGOs compared to the size of the population. The principal organizations currently assisting this population are: (1) SODIFAG, which operates street outreach, vocational training, income generation projects (in a sheltered work setting) and educational support for approximately 1,000 youth; (2) CEDIC, which offers counseling, medical services and educational support to 125 youth working in the bus terminal; (3) PERA, which operates a Sunday accelerated primary school (with some vocational training) for approximately 280 young women domestic workers in two shifts; and SOJUGSMA. CONANI also provides vocational orientation and vocational skills to youth assisted by its member organizations.

These three impressive projects thus reach approximately 1,400 working youth in Guatemala City, which is an extremely small percentage (approximately .1%) of the total population of children and youth working in the informal and formal sectors.

There is a particular lack of programs assisting working girls, including young women in domestic work, other informal sector work, and those working in the formal sector. PERA is currently the only NGO (with the exception of a church-based organization that was not visited) providing services to domestic workers; its programs are primarily education-based, thus there is a strong need for vocational training for this population. At present, apart from the Oficina del Menor Trabajador (Office for the Protection of the Working Child) in the Ministry of Labor, which is conducting inspections regarding work conditions, there are apparently no NGOs assisting young women (or young men) working in the formal sector, such as the maquila assembly factories.

In terms of current "coverage," the three principal organizations providing residential services for street youth are probably reaching about one-third to one-half of the population. It is worth emphasizing, however, that meeting the needs of the other two-thirds or one-half of children living on the streets in Guatemala City is not as easy as simply increasing capacity.

First off, youth consistently enter and leave the streets. Even if shelter services were available for all street children, additional youth will arrive on the streets, often more rapidly than youth "graduate" from or leave shelters. In addition, not all youth living on the streets at the present want to enter a shelter. The process of living on the street, getting involved in street culture, and drug use complicate efforts to provide street youth with shelter. Youth who live on the streets for extended periods of time are not accustomed to a structured lifestyle required in a shelter setting. The psychological addiction to drugs and the learned, anti-social behavior that helps youth survive on the streets is not compatible with residential settings. Thus, programs like Casa Alianza spend much time working with youth on the street before inviting youth into shelter programs.

In funding and designing programs for youth living on the streets, this process, which is both time-consuming and costly, should be kept in mind. Thus, while a figure of 500 children and youth living on the streets in Guatemala City seems small, it represents a population of youth who will require time- and staff-intensive assistance.

In terms of urban working children, it is clear from the figures presented by UNICEF that projects assisting this population are probably reaching far less than one percent of the total

population of urban working youth which would be eligible and in need of at least some combination of services. Regarding children who are victims of abuse, given the lack of reliable figures, it is hard to determine size of population being reached. However, it is probably safe to say that only about 10 percent of cases of child abuse are being reported and that fewer than a third of these receive counseling services.

V. Program Models to Assist Street and Working Children

In the past 10 years, there has been tremendous growth in Latin America as a region and in Guatemala, as already mentioned, in terms of types of services for street and working children. There is also a growing body of knowledge on kinds of attention which street and working children need. The following outline describes the kinds of interventions indicated for the three populations.

Children and Youth Living on the Streets:

Outreach: Outreach or street education is a first stage in nearly all programs working with street youth. It is particularly important for projects to reach children early at the time they arrive on the streets. Essentially, as youth spend more time on the streets and become more involved in drug use, more time and effort is required to help them leave streets. For nearly all youth who have lived on the streets for some time, outreach and street education is a necessary precursor to residential care. Street outreach is often complemented by day or drop-in services. While some residential programs for street children do not have day programs, many programs have found them an important step in helping youth leave the streets.

Shelter: Many programs working with street youth have used a staged approach to providing shelter for street children, first inviting the youth to a loosely structured or "drop-in" center and later progressing to more structured groups homes or other residential care facilities in which youth enter school or vocational training programs. While the tendency in the U.S. and Western Europe has been to go with less institutional approaches, particularly adoption and foster care for abandoned youth, there is limited experience with these models in Latin America, including in Guatemala. Casa Alianza in Guatemala at one time supported foster homes for abandoned children (largely orphans who had not lived on the streets). They found the approach -- which included recruiting, training and supporting volunteer (but paid) families to care for the children -- to be expensive and difficult to manage. Casa Alianza found that the amount of direct supervision and family visits made the system too expensive to sustain. Hence Casa Alianza returned to a group home approach.

In general, residential care programs require extensive screening of staff (given the possibility of abuse of youth by staff) and intensive staff training. In addition, a fairly high level of staff turnover is common in residential care facilities, thus staff training is a recurrent cost.

Drug Detoxification and Prevention: Programs assisting street children report nearly universally that drug use is probably the biggest obstacle to helping youth leave the streets. In Guatemala, the main drug used by street children is industrial glue, which leaves youth aggravated and thus hinders efforts to reason. The glue does not lead to physical addiction and thus a "chemical" detoxification program is not necessary. Instead, group therapy or group activities combined with recreation and physical exertion are considered the most appropriate "de-tox" activities. In addition, youth who are just leaving the streets and hence withdrawing from glue use often need a separate space or shelter while they move from psychological dependency. When youth who are just leaving the streets are placed in the same shelters with youth who have been off the street (and off of glue) longer, they can often disrupt youth who are further along in their process of leaving the street.

Family Reunification: Many programs assisting street children make the assumption or find it easier to assume that the child is completely severed from his or her family. In general, programs working with street children have focused little attention on family reunification and have had little success in reuniting children with their families when they have tried to do so. Casa Alianza is currently the only organization working with street children in Guatemala City which has a formal program and policy to attempt to reunite some street children with their families. Their family reunification program, like efforts by organizations working with street children in other countries, has been hampered by a lack of funding and staff to provide needed family support services, such as counseling and referrals for other services (job placement, health services, substance abuse counseling, etc.) This area of programming should be considered one of priority, but one which will be costly per child served and which will require initial experimentation.

Health Services and Health Education: As previously mentioned, the health of street children continues to be an area which requires important attention, particularly for children still living on the streets. Casa Alianza and other programs frequently provide at least limited training to their street educators in simple first aid techniques, although this is an area which could benefit from more technical assistance. In addition to providing first aid, street educators can also carry out health education activities with youth still living on the streets, including using theater and other participatory

education techniques. In the area of sexually transmitted diseases and AIDS prevention, few of the programs in Guatemala City have worked in this area, which by the figures cited above, is an area of urgent attention. Projects combining educational activities in STD and AIDS prevention (and sex education in general) with condom distribution are needed. Other projects in this area could include training workshops in health and sexuality education for street educators, and the design of educational materials for street educators and for working and street youth.

In terms of health services, many programs elsewhere in Latin America have opened drop-in health centers for street youth. The chief obstacle to this type of service is that youth usually only make use of the service in dire situations, and often do not make follow-up visits. Thus, medical staff have a narrow window of opportunity to provide health services and possibly limited health education.

Legal Assistance: Street youth often need assistance in acquiring documentation including birth certificates, which are required either to enroll in school or to acquire formal sector employment, as well as in cases of violence or when they have been picked up by police. Casa Alianza's legal office offers a model of how to offer this service to youth.

Educational Support: Given that most street youth drop out of school at early ages, one of their most pressing needs is educational support, either through tutoring, re-enrollment in the formal school system, or literacy/numeracy programs.

Other Services: In addition to these services, programs providing shelter and outreach services to street youth also provide counseling services, and many provide vocational training services as well.

<u>Children and Youth Working on the Streets or in Formal Sector Situations</u>

Vocational Training and Orientation: The most pressing need for working youth is training in job skills which provide opportunities for advancement and greater income. In addition to providing trade skills, many programs have also found the need for extensive vocational orientation and for training in positive work habits or "life skills."

Income Generation Projects: Often combined with vocational training, working youth often need assistance finding alternative forms of employment or income generation activities. Models used in other countries and in Guatemala range from micro-credit programs (although there is limited experience of this model with

youth) and formation of cooperatives. Programs in Peru and Kenya have paired low income youth with informal sector artisans who are paid a small amount to train the youth in their skill.

Advocacy/Protection and Education Regarding Rights: Working youth, either in the formal or informal sector, often have low awareness of their rights and little opportunity to advocate on their behalf and thus are subject to exploitation by employers. Working youth can thus benefit from workshops regarding their rights. Other programs have found it useful to employ street educators or promoters who can visit with youth in work settings and can pursue appropriate action in cases of abuse and exploitation. In addition, in Peru working youth have formed unions to protect their rights.

Educational Support: Given the high drop-out rates already cited and due to the need for income, most working youth are probably not in a situation to return to the "normal" formal education system. Thus working youth need alternative schools or schedules and non-formal education with a focus on literacy and numeracy. Educators assisting working youth often can benefit from training in nonformal education techniques; the design of special educational materials for this population can also be useful.

Health Education and Health Services: As with youth living on streets, working youth are subject to a variety of health risks, and thus can benefit both from health services and health education.

Children and Youth Who Are Victims of Abuse

Reporting: The first and most immediate need for children who are victims of abuse is to develop and strengthen reporting systems so that more cases of abuse are reported and responded to. Strengthening the reporting system in Guatemala City could consist of, for example, training of medical personnel, teachers and child care workers in detecting child abuse, as well as the development of educational materials for teachers and medical personnel on recognizing and acting on abuse.

Shelter: In cases of extreme abuse, children need a source of short-term shelter, which can consist of developing a referral and contact system for making referrals to existing shelters or youth centers.

Counseling: Both individual counseling for the victim and abuser and family counseling are the indicated courses of action for cases of abuse. Given that this is a new area of attention in Guatemala, training for psychologists in counseling abused children is an important step to improve available counseling.

In some countries in Latin America, NGOs or governmental organizations have developed child abuse treatment and counseling centers.

In sum, these program areas provide a general criteria for selecting NGOs for sub-grants which have considered the various needs of at-risk children, and which seek to provide integrated services to meet the needs of these children and youth.

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Social Soundness Analysis

The social and economic factors (highlighted extensively in the Technical Analysis section, Annex B) which have led to a large number of children living and working the streets in Guatemala City are all relatively new. Thus, societal attitudes and programmatic responses are also new. For generations, the work of children --normally alongside their parents-- has been socially accepted, and indeed the norm, in rural areas of Guatemala. In essence, the work of children in rural areas, both by indigenous and ladino populations, was seen as a necessary and natural part of family survival and childhood. Low school enrollment rates and school drop-out at relatively young ages were --and still are to a lesser extent even today-- the norm in rural Guatemala.

That same attitude in part has been transferred to children working in urban areas, without a through understanding of the difference between rural and urban-based child work. With a modernizing economy and social changes in Guatemala City, there is a greater need for literacy to function and secure adequate employment, and thus a need to re-examine the notion of child work. In addition, urban-based child work is subject to more possibilities of exploitation as it often takes place away from parents.

Non-governmental organizations assisting working children have promoted the idea that child work is a necessity for low income families in Guatemala City, but the working children should be protected. In addition, most NGOs working in the area support the need for training to upgrade work skills and educational support.

The concept of children living on the streets in Guatemala City, and the existence of a "culture" of street children, including drug use and gangs, is also a new phenomenon in Guatemala City. In general, the Guatemalan public and hence the government response has been to treat street children as delinquents and actual or potential criminals. With cases of police abuse of street children, there has been little public outcry.

The issue of child abuse, including sexual abuse, is also a new theme to be discussed both by child welfare professionals and the general public in Guatemala. Many experts on family life in Guatemala have long recognized child abuse --particularly excessive physical punishment-- as common among indigenous and ladino families in Guatemala. Only until recently, however, has the issue gained more attention, with awareness surrounding the Convention on the Rights of the Child and a telephone hotline reporting system for child abuse in Guatemala City. Even with these changes, however, it is still an issue that is surrounded

by silence, especially when the perpetrator is the father or stepfather of a household.

In sum, all of these issues - urban working children, street children and child abuse - are relatively new in Guatemala. Given competing social problems and needs in Guatemala, the public (as manifested through government support) in general has not responded with an adequate level of services. Instead, most assistance for these projects has come from outside the country. While there is some local charity support for street children and other abandoned children through local religious organizations, the prevailing attitude has been to let foreigners take care of the problem.

Aside from this important social consideration of public attitudes, the following are other social issues that impact the project and were considered in the project planning process:

- Lack of child participation. Most programs, governmental and non-governmental, assisting street children and youth have been directive and paternalistic, leaving little room for the child to participate in decision-making on efforts on their own behalf. This has been included as a criteria for selecting sub-grantees.

- The special needs of girls. Most programs assisting street and working children have tended to "add girls and stir", that is offer girls the same services as boys, without recognizing their different needs. Given the high incidence of sexual abuse among girls living on the streets, and the special psychological needs they have as a result of sexual abuse, as well as their special needs regarding reproductive health, special services are needed for street girls. This issue has been considered in the project development, and is included as a criteria for selecting subgrantees.

- The need to promote non-institutional approaches that include the family. Most programs for street children (children living on the street) and abused children in Guatemala have been institutional in approach meaning that they have tended to place children in closed centers or shelters, isolating them from their families and treating the families of the children with a degree of scorn. Thus, the Street Children Support Project will support innovative program models which are non-institutional in nature and which include the family.

- The lack of a central government organization promoting standards or coordinating efforts on behalf of street and working children. The tendency of the Guatemalan Government has been to accept virtually any foreign or local-based organization assisting street and working children. Even in cases of abuse of

children by staff, little action has been taken. In sum, the Guatemalan government views itself as incapable of dealing with the number of children in need in the country and has accepted organizations even when serious questions arise about abuse and staff competence. This project will seek to improve standards for residential care and other services for street and working children, both among governmental and nongovernmental organizations, through training efforts.

- The need to intervene both at the "prevention" and "treatment" levels. Children living on the streets require urgent attention; however, the project should also look at preventing more children from ending up on the streets. Thus, by paying attention to working children and abused children --both common factors in leading children to live in the streets-- this project includes feasible "preventing" activities.

In sum, the Street Children Support Project takes into account the social reality regarding street children by the following components:

- Builds on the efforts of NGOs which have taken the lead in promoting innovative, non-institutional approaches.

- Includes the special needs of girls.

- Promotes services both for children already living on the streets and those at risk of living on the street.

- Seeks to change public opinion regarding street and working children and child abuse to lead to long-term change.

Institutional Analysis

A. Umbrella PVO:

The agency selected as the Umbrella PVO should have the capacity and experience to lead a number of sub-grantees in the delivery of various services and programs. As prime grantee, it will demonstrate an ability to offer leadership in a variety of areas within the Street Children Support Project.

A number of smaller grants will be contracted to deliver basic services to street children, to working children in various settings and to ameliorate the current situation of abused and neglected children in Guatemala. Grants will be given to promote the training of participating sub-grantee line and supervisory staff. Technical training and evaluative studies will also be part of the Project's activities. The Umbrella PVO will have experience and will possess a Guatemalan track-record in these areas or will have organizational and administrative capacity to oversee these activities by sub-grantee agencies.

Other strengths of this key coordinating organization will be its ability to collaborate with other agencies, to work with members of a sub-grantee Selection Committee and to work comfortably with an internationally-represented Technical Advisory Group.

The umbrella PVO will demonstrate an historical presence in Guatemala. It will have experience working with street children issues or be capable of linking into the network of existing services currently directed to street children issues. It will have the capacity to identify technical assistance issues and have a history of conducting or participating in such studies. It will demonstrate a past history of soliciting, receiving, monitoring and reporting on grants it has received.

It will be properly registered to legally operate as a Non-governmental Organization [NGO] within the country. It should possess **current** administrative and management capability to oversee and offer technical assistance and reporting skills for the financial, programmatic and general administrative tasks which are encompassed as the prime grantee. More specific criteria that will be used to select the umbrella PVO are included in Annex G, Request for Proposals/Statement of Work.

B. Casa Alianza:

Casa Alianza continues to be a major player in the field of basic service delivery to street children in Guatemala, particularly in the capital city. Recent consultant interviews indicate that Casa Alianza currently possesses the institutional capacity to provide basic services under the Street Children Project. Casa Alianza could be most effective in optimizing its existing programs and in broadening its services through a direct contract with this Project.

One of its most visible roles is that of **advocate** to the dispossessed street child. It defends the rights of children with the public, in the mass media, courts, with law enforcement and wherever, whenever necessary. This continuing role argues for a bilateral agreement with USAID, outside of the tasks, responsibilities and organizational demands of the umbrella PVO, Casa Alianza is capable to operate under the same criteria as other PVOs delivering basic services.

Casa Alianza has been a legal entity, registered to operate in Guatemala since December, 1981. The director believes their counterpart organization in New York City, N.Y., Covenant House, is registered through A.I.D., Washington, D.C.

Their current programs include Street Educators and direct service delivery through their Crisis Center, and operating a halfway-type Transition Home, all located in Guatemala City. They also operate 35 group homes in Antigua, Nebaj and Guatemala City. Current staffing totals 200-210 staff which includes 40 volunteers.

The focus of Casa Alianza with this Project would be to: **strengthen** existing programs; **extend** existing programs; and, **begin** necessary new programs for street children, focusing on the special needs of girls living on the street.

C. OHRO (Office of the Human Rights Ombudsman)

The Children's Office of the Office of the Human Rights Office (OHRO) has been an integral part of the OHRO since it was founded in 1987. The OHRO includes the rights of children in its general education and outreach programs. In addition, the six-person office in Guatemala City in charge of Social Rights (Derechos Sociales), which is specifically in charge of activities related to the rights of children, carries out the following activities in defense of children's rights:

- Coordinates the Commission to Support the Convention on the Rights of the Child, the lead committee for rewriting Guatemala's Codigo de Menores (the Code for the Protection of Children). This Comisión is made up of governmental and non-governmental organizations, and will likely be involved in training activities related to the implementation of the new Code for the Protection of Children. For coordinating the Comisión, the OHRO receives UNICEF funding for $18,000, which supports the Executive Secretary of the Comisión and a secretary for administrative support. UNICEF also funds a consultant from Costa Rica who travels to Guatemala every three weeks to consult with the Comisión.

- Carries out workshops for teachers, parents and health professionals on the rights of children, detecting child abuse and other related issues. The OHRO currently carries out six workshops per day on human rights in general in Guatemala City which include themes related to the rights of the child. This is one of the strongest areas of emphasis of the OHRO's efforts in children's rights.

- Investigates cases of child abuse that are reported to its telephone hotline. The hotline currently receives between three and four cases of child abuse for investigation daily in Guatemala City. For each case, an OHRO official (law student) investigates, which includes a home visit. In some cases, the official will remove the child from his or her home and place them in a temporary shelter. The OHRO also refers some cases to the Department of Psychology at the Universidad Landivar for counseling. OHRO officials also report and pursue cases through the Juvenile Court.

- Develops and disseminates educational materials related to the rights of children. The OHRO has developed audio-visual materials, which they use in their workshops. They have also developed a TV spot related to the rights of the child.

The OHRO has also collaborated with the two principal hospitals in Guatemala City to develop committees on child abuse; these committees attempt to increase awareness and reporting of cases of child abuse seen in the hospitals.

In terms of personnel working directly on children's rights issues, it is clear that the OHRO is stretched, given the number of activities it is carrying out. The staff of the Social Rights Office consists of the following:

-- Head of the department.
-- Associate director of the department.
-- Three officials, law students who investigate cases, including cases of child abuse.
-- One secretary.
-- One person in charge of educational efforts.

The Commission to Support the Convention on the Rights of the Child has the following staff:
-- Executive Secretary.
-- Administrative Secretary.

It is clear that the OHRO is carrying out an impressive level of activities on the issue of children's rights and child abuse. Indeed, its role of responding to cases of abuse is actually beyond its initial mandate, but the OHRO took on the role when it found the need and found that no other government agency was responding effectively to cases of abuse. The Juvenile Court, which has legal responsibility under Guatemalan law for responding to such cases, has given the OHRO de facto legal power to remove children from their homes in cases of abuse.

In terms of leadership and credibility, most PVOs working on children's rights give the OHRO high marks for its work, although some say that OHRO staff are stretched too far and lack technical expertise on some issues related to children's rights. Given that the office is in charge of "defending" all social rights, including children's rights, this may be a fair criticism and points to the need for technical assistance and staff training.

It is also clear that the OHRO is interested in doing more to protect children's rights, including increasing their media and public education efforts; training community promoters in urban slum areas regarding children's rights; improving their system to provide referrals to services for abused children; and establishing local commissions for defending children's rights in each department.

The key question will be how the OHRO will staff these activities. They can clearly use technical assistance in the form of consultants, but they will likely need to increase permanent staff working on children's rights to be able to effectively manage an expanded project.

OHRO staff working on children's rights could also benefit from study tours to visit projects working on children's rights in other countries, as well as visits from international experts to consult directly with them on specific projects.

D. Local PVOs/Universities

As per the priorities and goals of the Street Children Support Project, a number of PVOs in Guatemala City will receive sub-grants as discussed under the Project Description (Innovative Services and Research and Training). There are a number of PVOs in Guatemala which provide services to street and working children or abused children and which could benefit from these subgrants in Innovative Services to:

-- Expand their level of services;
-- Begin services for a new population, such as street girls or working girls;
-- Experiment with a new program model, such as the formation of a cooperative or new income generation scheme for working children;
-- Begin services in a new area, such as health education or family reunification.

While the majority of the PVOs currently working with street and working children in Guatemala City are relatively small and young, they are capable of using grants in the range of $25,000. In addition, some of the larger organizations, such as SODIFAG, are capable of using much larger grants.

Thus, under the Innovative Services component of the project, the umbrella PVO -- with a final decision made by the Selection Committee -- would award sub-grants for PVOs meeting the following criteria:

1. Legally registered as a Guatemalan PVO.
2. Has the capability of managing a grant of the size it is requesting.
3. Has a demonstrated track record in the area (street and working children), or a strong record in a related area and is able to demonstrate that its experience is relevant to working with street children, working children or abused children.
4. Has qualified staff to carry out the proposed activities.
5. Promotes non-institutional and non-traditional approaches for assisting working and street children.
6. Seeks to involve the families of the children involved whenever possible.
7. Considers the special needs of girls.
8. Seeks to include children and youth as active participants in the planning of services on their behalf.

Given these criteria, a number of PVOs based in Guatemala City would be invited to submit proposals to the Selection Committee under the Umbrella PVO. For example, the following PVOs, which were visited for the project planning process, would in principle be eligible:

- CEDIC, which provides services for children living in the street and children working in the informal sector (primarily boys who work in the bus station);
- SODIFAG, which provides vocational training, income generational and education support for working children (in the informal sector);
- SOJUGSMA, which provides vocational training for working youth;
- Sólo para Mujeres, which provides shelter, outreach, health services, and vocational training to girls living in the streets;
- PERA, which provides educational support to girls in domestic work;
- ChildHope, which has developed manuals in health education for street educators and which seeks to expand its work in AIDS prevention with street educators and street youth;
- CONANI, which apart from its coordinating activities also trains youth promoters and offers vocational training for working youth;
- Instituto de Psicología de la Universidad Landivar, which provides counseling for abused children.

The umbrella PVO would also make efforts to identify PVOs working in related areas, such as income generation projects for women, which would be relevant for starting new efforts with street and working children.

Given that the majority of these PVOs are young, and their administrative and financial systems are still maturing, the umbrella PVO will also provide technical assistance and training. Specifically, on-site technical assistance will be provided from the umbrella PVO in financial reporting and financial monitoring; additional assistance may be offered in financial procedures and designing financial systems.

Training, through participation in the training workshops offered by the umbrella PVO, will be offered in specific management issues, technical areas related to their work, strategic planning, and fundraising. Thus, while many of the organizations which will receive sub-grants are extremely young and small, they will receive substantial technical assistance and training from the umbrella PVO.

Economic Analysis

Because of the nature of this project, it is difficult to precisely determine what the economic benefits of the project will be and whether there will be a sufficient rate of return to justify the $3 million investment into project activities. Instead, the Street Children Support Project can be economically justified because it is the least-cost alternative for having a significant impact on children living on the street, children working in the informal sector and children who have been abused.

The Street Children Support Project was designed taking into account lessons learned from similar projects. Rather than using the traditional approach of focusing resources on providing services directly to the target population, an alternative approach focused on institutional strengthening and policy development was chosen because it would have more impact. The project will be able to positively effect the lives of more children by improving the current policy framework protecting the rights of children and increasing public awareness of these rights. One of the main outcomes of the project will be an improved institutional capacity to meet the needs of children, both in the public and private sector. By strengthening institutional capacity, the project will continue to have an impact on meeting the needs and protecting the rights of children long after the end of the project.

Financial Analysis

A. Casa Alianza

Casa Alianza currently manages an annual budget of $1.7 million, and is projected to receive no more than $232,000 under the Street Children Support Project. ($200,000 will support project activities and $32,000 is being provided for annual audits under the recipient contracted audit program.) Casa Alianza has never directly received A.I.D. funds; in 1992, however, it received a sub-grant for less than $25,000 under the USAID program with SHARE, and was able to successfully manage these resources.

Casa Alianza is currently undergoing a review of its financial management and accounting systems to determine whether they are adequate to meet A.I.D. requirements for financial certification. If they are not adequate, funds from the Street Children Support Project will be used to bring Casa Alianza's system in line with A.I.D. requirements. Once Casa Alianza's system is certified, it is expected that they will receive advances of project funds.

Because project resources will be used to provide complementary funding to expand current Casa Alianza activities and Casa Alianza already is an established PVO with a relatively large staff (200) and existing facilities in Guatemala City and in the departments that are not dependent on project funding, it is reasonable to assume that Casa Alianza will have sufficient resources to carry out project activities.

Currently, this organization has a $1,700,000 annual budget through their current fiscal year [30 June 1993]. The planned budget for the FY beginning July 1, 1993 is $1,800,000. Annual audits are conducted by the CPA firm of Ernst & Young. Their next regularly scheduled audit will occur during the third week in May with the report published around the end of July. Hence, their recent fiscal operations can be reviewed during the RFP/negotiation process. If services are funded in whole or with majority funding by the Street Children Project, then Casa Alianza also will be expected to describe if and how these programs may continue after the life of this Project through its institutional strengthening on behalf of continuing program interventions achieved by A.I.D. funding. Institutional funding support described under the sub-grantees [see #1 above] should be discussed by Casa Alianza to sustain the innovative services initiated, expanded or strengthened as a result of A.I.D. support.

It is anticipated Casa Alianza will provide identifiable counterpart contributions to directly enhance and benefit the innovative services initiated, strengthened or expanded as a

result of A.I.D. funding. In-kind contributions should total 25% of the total amount solicited in the Casa Alianza proposal.

B. OHRO

In addition to receiving $564,000 in assistance under the Street Children Support Project, the OHRO is currently managing $2.6 million provided under the Democratic Institutions Project. Like Casa Alianza, the OHRO is an established institution with an existing staff that can carry out project activities and offices both in Guatemala City and in the departments that will not be solely dependent on project funding. This provides a reasonable degree of assurance that the OHRO will have sufficient counterpart funds to carry out project activities. In addition, the OHRO has a track record of being able to secure in-kind contributions of inputs critical to program success, such as free air-time on radio and television stations and free publicity in newspapers for their media campaigns.

Funds from the Street Children Support Project will be used to expand existing efforts of the OHRO to increase public awareness and understanding of the need to protect children's rights and of the new Code for the Protection of Children, to develop monitoring and reporting systems related to implementation of this new Code and to strengthen the OHRO's existing capacity to deliver services and function as an advocate for children's rights.

As a governmental organization, no advances will be provided to the OHRO. Instead, the Mission will directly contract for all training and technical assistance that will be required under the project, except for locally based training courses which will be funded by the OHRO and then reimbursed by A.I.D. This is the system that is currently being used very effectively under the Democratic Institutions project.

C. Participating Sub-Grantees:
In the proposals they submit for funding under the Street Children Support Project, sub-grantees should describe whether and how their programmatic activities with the Street Children Support Project can continue beyond A.I.D. funding of their activities.

Broadening the institutional resource base during the <u>post</u> A.I.D. funding of the Street Children Support Project is a critical aspect of this project. Innovative services are not sustainable without continuing contributions from donor sources, after A.I.D. support has terminated. There are a number of areas of institutional strengthening which could potentially enhance continuing activities and service delivery beyond the scope of A.I.D. funding. These areas which sub-grantees could explore

include:

- seeking internal organizational funding and incorporating the A.I.D. Project funded activities into their agency's annual budget;

- soliciting continued financial support for their efforts from the agency's home or other international sources;

- soliciting and receiving foundation funding for future service delivery;

- planning and engaging in fundraising efforts and campaigns either in Guatemala, abroad or both.

If a sub-grantee does not anticipate strengthening its institutional financial support beyond the life of this project from sources <u>other</u> than A.I.D., it should be so stated within their proposal responding to the Request-for-Proposal [RFP].

Table No.1

STREET CHILDREN SUPPORT. Project 520-0412
AID CONTRIBUTION
INNOVATIVE SERVICES
Illustrative Budget
US Dollars

	FY1994	FY1995	FY1996	FY1997	Total
UMBRELLA ORGANIZATION					
PERSONNEL					
Project Director	27,273	28,636	30,068	31,572	117,549
Trainin/Technical Director	22,727	23,864	25,057	26,310	97,957
Accountant	9,091	9,545	10,023	10,524	39,183
Secretary	4,545	4,773	5,011	5,262	19,591
Fringe Benefits (36%)	22,909	24,055	25,257	26,520	98,741
EQUIPMENT					
2 PCs + 1 Printer + software	11,000				11,000
OPERATING EXPENSES					
(utilities, photocopies, printing, rent, telephone, fax, stationery, etc)	17,425	18,296	19,211	20,174	75,106
INTERNATIONAL TRAVEL and EXCHANGES					
2 trips/year, 5 days each	4,900	4,900	4,900	4,900	19,600
TECHNICAL ADVISORY GROUP					
Honorar: 4 people, 4 days. $300/day	14,400	9,600	9,600	9,600	43,200
Perdiem: 4 people, 4 days, $152/day	7,296	4,864	4,864	4,864	21,888
Travel: $900/each	10,800	7,200	7,200	7,200	32,400
Year 1: 3 trips, all others: 2 trips					
Subtotal UMBRELLA ORGANIZATION	152,366	135,733	141,191	146,925	576,216
NGOs and UNIVERSITIES					
CASA ALIANZA					
Proposals to be submitted	50,000	50,000	50,000	50,000	200,000
UMBRELLA ORGANIZATION - SUBGRANTS					
8 subgrants/year $25,000 each	200,000	200,000	200,000	200,000	800,000
Subtotal NGOs and UNIVERSITIES	250,000	250,000	250,000	250,000	1,000,000
Total INNOVATIVE SERVICES Component	402,366	385,733	391,191	396,925	1,576,216

Table No.2

STREET CHILDREN SUPPORT, Project 520-0412
AID CONTRIBUTION
RESEARCH and TRAINING
Illustrative Budget
US Dollars

	FY1994	FY1995	FY1996	FY1997	Total
STUDIES					
5 subgrants @ $25,000 each	125,000	125,000	125,000	125,000	500,000
TRAINING/WORKSHOPS					
8 workshops/year, 30 participants, $1000/each + reproductions	10,800	10,800	10,800	10,800	43,200
TA International					
5 consultants, 5 days, $331	8,275	8,275	8,275	8,275	33,100
Travel: 5 trips * $1500	7,500	7,500	7,500	7,500	30,000
Perdiem: 6 days * 5 * $152	4,560	4,560	4,560	4,560	18,240
Miscellaneous: $800/trip	4,000	4,000	4,000	4,000	16,000
Study Tours					
Travel: 5 trips * $1000	5,000	5,000	5,000	5,000	20,000
Perdiem: 7 days * 5 * $160	5,600	5,600	5,600	5,600	22,400
Miscellaneous: $700/trip	3,500	3,500	3,500	3,500	14,000
Total RESEARCH and TRAINING Component	174,235	174,235	174,235	174,235	696,940

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Table No.3

STREET CHILDREN SUPPORT, Project 520-0412
AID CONTRIBUTION
PUBLIC AWARENESS and POLICY DEVELOPMENT
Illustrative Budget
US Dollars

OFFICE OF HUMAN RIGHTS OMBUDSMAN	FY1994	FY1995	FY1996	FY1997	Total
TECHNICAL ASSISTANCE					
International	45,000	45,000	45,000	45,000	180,000
National	19,250	19,250	19,250	19,250	77,000
TRAINING/WORKSHOPS	15,000	15,000	15,000	15,000	60,000
INTERNATIONAL TRAVEL and EXCHANGES	5,000	5,000	5,000	5,000	20,000
SOCIAL MARKETING					
Material development/production	12,500	12,500	12,500	12,500	50,000
Media campaign	75,000	0	0	0	75,000
PROJECT MANAGEMENT	10,000	0	0	0	10,000
Total PUBLIC AWARENESS and POLICY DEV.	181,750	96,750	96,750	96,750	472,000

Table No.4

STREET CHILDREN SUPPORT, Project 520-0412
AID CONTRIBUTION
Illustrative Budget
US Dollars

A.I.D. ADMINISTRATIVE COSTS	FY1994	FY1995	FY1996	FY1997	Total
Administrative Assistant	6,831	7,173	7,532	7,908	29,444
Equipment	5,000				5,000
Others	6,100	6,100	6,100	6,100	24,400
Total A.I.D. ADMINISTRATIVE COSTS	17,931	13,273	13,632	14,008	58,844

Table No.5

STREET CHILDREN SUPPORT, Project 520-0412
AID CONTRIBUTION
EXPENSES BY COMPONENT
Illustrative Budget
US Dollars

COMPONENT	FY1994	FY1995	FY1996	FY1997	Total
INNOVATIVE SERVICES					
Umbrella Organization	152,366	135,733	141,191	146,925	576,216
Subgrants to NGOs and Universities	200,000	200,000	200,000	200,000	800,000
Casa Alianza	50,000	50,000	50,000	50,000	200,000
Subtotal	402,366	385,733	391,191	396,925	1,576,216
RESEARCH and TRAINING					
Studies and Technical Training	174,235	174,235	174,235	174,235	696,940
Subtotal	174,235	174,235	174,235	174,235	696,940
PUBLIC AWARENESS and POLICY DEVELOPMENT					
Office of Human Rights Ombudsman	181,750	96,750	96,750	96,750	472,000
Subtotal	181,750	96,750	96,750	96,750	472,000
A.I.D. ADMINISTRATIVE COSTS	17,931	13,273	13,632	14,008	58,844
AUDITS	24,000	24,000	24,000	24,000	96,000
EVALUATIONS		40,000		60,000	100,000
Total	800,283	733,991	699,808	765,918	3,000,000

Table No.6

STREET CHILDREN SUPPORT. Project 520-0412
AID CONTRIBUTION
EXPENSES BY LINE ITEM
Illustrative Budget

LINE ITEM	FY1994	FY1995	FY1996	FY1997	Total
TECHNICAL ASSISTANCE	64,250	64,250	64,250	64,250	257,000
TECHNICAL ADVISORY GROUP	32,496	21,664	21,664	21,664	97,488
PERSONNEL	96,545	90,873	95,416	100,187	383,022
TRAINING/WORKSHOPS	64,235	64,235	64,235	64,235	256,940
EQUIPMENT	16,000	0	0	0	16,000
INTERNATIONAL TRAVEL and EXCHANGES	9,900	9,900	9,900	9,900	39,600
STUDIES	125,000	125,000	125,000	125,000	500,000
OPERATING EXPENSES	17,425	18,296	19,211	20,174	75,106
SOCIAL MARKETING	87,500	12,500	12,500	12,500	125,000
NGOs	50,000	50,000	50,000	50,000	200,000
SUBGRANTS	200,000	200,000	200,000	200,000	800,000
A.I.D. ADMINISTRATIVE COSTS	12,931	13,273	13,632	14,008	53,844
AUDITS	24,000	24,000	24,000	24,000	96,000
EVALUATIONS	0	40,000	0	60,000	100,000
Total	800,283	733,991	699,808	765,918	3,000,000

Note: The Equipment line item includes the equipment for the AID Admin. Assistant.

PROCURADOR DE LOS DERECHOS HUMANOS
12 AVENIDA 12-72, ZONA 1 APARTADO POSTAL 555-01901
TEL.: PBX 300874
FAX: 81734 GUATEMALA, C. A.

Guatemala,
16 de junio, 1993
REF.PDH.RI.131-93/jpf

Señora
Bambi Arellano
Jefe de la Oficina para el Desarrollo Democrático y Capacitación
Agencia Internacional para el Desarrollo -AID-
1a. calle 7-66, zona 9
Ciudad

Estimada Señora Arellano:

De manera atenta me dirijo a usted, para referirme al Proyecto "Apoyo a los Niños de la Calle", que se ha venido analizando y discutiendo desde el 2 de febrero del año en curso, fecha en que se conoció la propuesta respectiva, planteada por AID ante el Procurador de los Derechos Humanos.

Sobre el particular, se han realizado una serie de reuniones que han permitido aclarar enfoques y conceptos y afinar el Proyecto mencionado, cuya ejecución apoyará la actividad de defensa y promoción de los derechos del niño por parte de la Institución.

En ese sentido, el Procurador de los Derechos Humanos manifiesta a usted su interés en el proyecto, el cual de ejecutarse como se lo ha previsto, fortalecerá a la Entidad en su esfuerzo por lograr el respeto a los derechos humanos de la niñez guatemalteca.

Atentamente,

Procurador de los Derechos Humanos
DEPARTAMENTO DE RELACIONES INTERNACIONALES
Guatemala, C. A.

Licenciada Alma Gladys Cordero
DIRECTORA RELACIONES INTERNACIONALES

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5C(2) - PROJECT ASSISTANCE CHECKLIST
STREET CHILDREN SUPPORT PROJECT (520-0412)

Listed below are statutory criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive assistance. This section is divided into three parts. Part A includes criteria applicable to both Development Assistance and Economic Support Fund resources. Part B includes criteria applicable only to Development Assistance resources. Part C includes criteria applicable only to Economic Support Funds.

CROSS REFERENCE: IS COUNTRY CHECKLIST UP TO DATE?	Yes
A. CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUNDS	
1. **Host Country Development Efforts** (FAA Sec. 601(a)): Information and conclusions on whether assistance will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture, and commerce; and (f) strengthen free labor unions.	N/A
2. **U.S. Private Trade and Investment** (FAA Sec. 601(b)): Information and conclusions on how	N/A

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assistance will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

3. **Congressional Notification**

a. **General requirement** (FY 1993 Appropriations Act Sec. 522; FAA Sec. 634A): If money is to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the Appropriations Act notification requirement has been waived because of substantial risk to human health or welfare)?

A Congressional Notification was sent to the Congress on May 17,1993 and expired without objection on June 1, 1993

b. **Notice of new account obligation** (FY 1993 Appropriations Act Sec. 514): If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures?

N/A

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	c. **Cash transfers and nonproject sector assistance** (FY 1993 Appropriations Act Sec. 571(b)(3)): If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice included a detailed description of how the funds will be used, with a discussion of U.S. interests to be served and a description of any economic policy reforms to be promoted?	N/A
	4. **Engineering and Financial Plans** (FAA Sec. 611(a)): Prior to an obligation in excess of $500,000, will there be:	
(a)	engineering, financial or other plans necessary to carry out the assistance; and	Yes
(b)	a reasonably firm estimate of the cost to the U.S. of the assistance?	Yes
	5. **Legislative Action** (FAA Sec. 611(a)(2)): If legislative action is required within recipient country with respect to an obligation in excess of $500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance?	N/A N/A

6. **Water Resources** (FAA Sec. 611(b); FY 1993 Appropriations Act Sec. 501): If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.)	N/A
7. **Cash Transfer and Sector Assistance** (FY 1993 Appropriations Act Sec. 571(b)): Will cash transfer or nonproject sector assistance be maintained in a separate account and not commingled with other funds (unless such requirements are waived by Congressional notice for nonproject sector assistance)?	N/A
8. **Capital Assistance** (FAA Sec. 611(e)): If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed $1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively?	N/A

9. **Multiple Country Objectives** (FAA Sec. 601(a)): Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.	N/A
10. **U.S. Private Trade** (FAA Sec. 601(b)): Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).	N/A
11. **Local Currencies**	
a. **Recipient Contributions** (FAA Secs. 612(b), 636(h)): Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign	Total counterpart of $1,000,000 represents 25% of total Program costs and will cover most of the in-country costs associated with the activities under this program.

currencies owned by the U.S. are utilized in lieu of dollars.

b. **U.S.-Owned Currency** (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? — No.

c. **Separate Account** (FY 1993 Appropriations Act Sec. 571). If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies:

(1) Has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account? — N/A

(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of — N/A

the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?	
(3) Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?	N/A
(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?	N/A
12. **Trade Restrictions**	
a. **Surplus Commodities** (FY 1993 Appropriations Act Sec. 520(a)): If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?	N/A
b. **Textiles (Lautenberg Amendment)** (FY 1993 Appropriations Act Sec.	N/A

520(c)): Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel?

13. **Tropical Forests** (FY 1991 Appropriations Act Sec. 533(c)(3)(as referenced in section 532(d) of the FY 1993 Appropriations Act): Will funds be used for any program, project or activity which would (a) result in any significant loss of tropical forests, or (b) involve industrial timber extraction in primary tropical forest areas? No.

14. **PVO Assistance**

a. **Auditing and** Yes.

registration (FY 1993 Appropriations Act Sec. 536): If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.?

b. **Funding sources** (FY 1993 Appropriations Act, Title II, under heading "Private and Voluntary Organizations"): If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government?

It is possible that the umbrella PVO that will be selected to implement a part of the project activities will be a U.S. PVO. However, the competitive process to select the PVO will not take place until after project authorization. All efforts will be made to ensure that the PVO selected does not receive more than 20% of its funding from the U.S. Government.

15. **Project Agreement Documentation** (State Authorization Sec. 139 (as interpreted by conference report)): Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision).

N/A

16. **Metric System** (Omnibus Trade and Competitiveness Act of 1988 Sec. 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?	Yes, to the extent practical.
17. **Women in Development** (FY 1993 Appropriations Act, Title II, under heading "Women in Development"): Will	Yes. Proposals for innovative service provision will be encouraged that meet the special needs of girls who are living on the street, working

assistance be designed so that the percentage of women participants will be demonstrably increased?	in the informal sector or who have been abused.
18. **Regional and Multilateral Assistance** (FAA Sec. 209): Is assistance more efficiently and effectively provided through regional or multilateral organizations? If so, why is assistance not so provided? Information and conclusions on whether assistance will encourage developing countries to cooperate in regional development programs.	No.
19. **Abortions** (FY 1993 Appropriations Act, Title II, under heading "Population, DA," and Sec. 524):	
a. Will assistance be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization?	No.
b. Will any funds be used to lobby for abortion?	No.
20. **Cooperatives** (FAA Sec. 111): Will assistance help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better	N/A

life?

21. **U.S.-Owned Foreign Currencies**

a. **Use of currencies** (FAA Secs. 612(b), 636(h); FY 1993 Appropriations Act Secs. 507, 509): Are steps being taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services. N/A

b. **Release of currencies** (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? No.

22. **Procurement**

a. **Small business** (FAA Sec. 602(a)): Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? Yes.

b. **U.S. procurement** (FAA Sec. 604(a) as amended by section 597 of the FY 1993 Appropriations Act): Will all procurement be from the U.S., the recipient country, or developing countries except as otherwise determined in accordance with the criteria of this section? Yes.

c. **Marine insurance** (FAA Sec. 604(d)): If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?	N/A
d. **Non-U.S. agricultural procurement** (FAA Sec. 604(e)): If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)	N/A
e. **Construction or engineering services** (FAA Sec. 604(g)): Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of	N/A

these countries.)	
f. **Cargo preference shipping** (FAA Sec. 603)): Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates?	No.
g. **Technical assistance** (FAA Sec. 621(a)): If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?	Yes.
h. **U.S. air carriers** (International Air Transportation Fair Competitive Practices Act, 1974): If air transportation of persons or property is financed on grant basis, will U.S.	Yes.

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carriers be used to the extent such service is available?	
i. **Termination for convenience of U.S. Government** (FY 1993 Appropriations Act Sec. 504): If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States?	Yes.
j. **Consulting services** (FY 1993 Appropriations Act Sec. 523): If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)?	Yes.
k. **Metric conversion** (Omnibus Trade and Competitiveness Act of 1988, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance program use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to	Yes, to the extent practical.

cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate?

Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

1. **Competitive Selection Procedures** (FAA Sec. 601(e)): Will the assistance utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? — Yes.

23. **Construction**

a. **Capital project** (FAA Sec. 601(d)): If capital (e.g., construction) project, will U.S. engineering and professional services be used? — N/A

b. **Construction contract** — N/A

(FAA Sec. 611(c)): If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?	
c. **Large projects, Congressional approval** (FAA Sec. 620(k)): If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed $100 million (except for productive enterprises in Egypt that were described in the Congressional Presentation), or does assistance have the express approval of Congress?	N/A
24. **U.S. Audit Rights** (FAA Sec. 301(d)): If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?	N/A
25. **Communist Assistance** (FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries	N/A
26. **Narcotics**	
a. **Cash reimbursements**	

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(FAA Sec. 483): Will arrangements preclude use of financing to make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated?	Yes.
b. **Assistance to narcotics traffickers** (FAA Sec. 487): Will arrangements take "all reasonable steps" to preclude use of financing to or through individuals or entities which we know or have reason to believe have either: (1) been convicted of a violation of any law or regulation of the United States or a foreign country relating to narcotics (or other controlled substances); or (2) been an illicit trafficker in, or otherwise involved in the illicit trafficking of, any such controlled substance?	Yes.
27. **Expropriation and Land Reform** (FAA Sec. 620(g)): Will assistance preclude use of financing to compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President?	Yes.
28. **Police and Prisons** (FAA Sec. 660): Will assistance preclude use of financing to provide training, advice, or any	Yes.

financial support for police, prisons, or other law enforcement forces, except for narcotics programs?	
29. **CIA Activities** (FAA Sec. 662): Will assistance preclude use of financing for CIA activities?	Yes.
30. **Motor Vehicles** (FAA Sec. 636(i)): Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained?	Yes.
31. **Military Personnel** (FY 1993 Appropriations Act Sec. 503): Will assistance preclude use of financing to pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel?	Yes.
32. **Payment of U.N. Assessments** (FY 1993 Appropriations Act Sec. 505): Will assistance preclude use of financing to pay U.N. assessments, arrearages or dues?	Yes.
33. **Multilateral Organization Lending** (FY 1993 Appropriations Act Sec. 506): Will assistance preclude use of financing to carry out provisions of FAA section 209(d) (transfer of FAA funds to	Yes.

multilateral organizations for lending)?	
34. **Export of Nuclear Resources** (FY 1993 Appropriations Act Sec. 510): Will assistance preclude use of financing to finance the export of nuclear equipment, fuel, or technology?	Yes.
35. **Repression of Population** (FY 1993 Appropriations Act Sec. 511): Will assistance preclude use of financing for the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights?	Yes.
36. **Publicity or Propaganda** (FY 1993 Appropriations Act Sec. 516): Will assistance be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress?	No.
37. **Marine Insurance** (FY 1993 Appropriations Act Sec. 560): Will any A.I.D. contract and solicitation, and subcontract entered	Yes.

into under such contract, include a clause requiring that U.S. marine insurance companies have a fair opportunity to bid for marine insurance when such insurance is necessary or appropriate?	
38. **Exchange for Prohibited Act** (FY 1993 Appropriations Act Sec. 565): Will any assistance be provided to any foreign government (including any instrumentality or agency thereof), foreign person, or United States person in exchange for that foreign government or person undertaking any action which is, if carried out by the United States Government, a United States official or employee, expressly prohibited by a provision of United States law?	No.
39. **Commitment of Funds** (FAA Sec. 635(h)): Does a contract or agreement entail a commitment for the expenditure of funds during a period in excess of 5 years from the date of the contract or agreement?	No.
40. **Impact on U.S. Jobs** (FY 1993 Appropriations Act, Sec. 599):	
(a) Will any financial incentive be provided to a business located in the U.S. for the purpose of inducing that business to relocate outside the U.S.	No.

in a manner that would likely reduce the number of U.S. employees of that business.	
(b) Will assistance be provided for the purpose of establishing or developing an export processing zone or designated area in which the country's tax, tariff, labor, environment, and safety laws do not apply? If so, has the President determined and certified that such assistance is not likely to cause a loss of jobs within the U.S.?	No.
(c) Will assistance be provided for a project or activity that contributes to the violation of internationally recognized workers rights, as defined in section 502(a)(4) of the Trade Act of 1974, of workers in the recipient country?	No.
B. CRITERIA APPLICABLE TO DEVELOPMENT ASSISTANCE ONLY	
1. **Agricultural Exports (Bumpers Amendment)** (FY 1993 Appropriations Act Sec. 521(b), as interpreted by conference report for original enactment): If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or	N/A

training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers?	
2. **Tied Aid Credits** (FY 1993 Appropriations Act, Title II, under heading "Economic Support Fund"): Will DA funds be used for tied aid credits?	No.
3. **Appropriate Technology** (FAA Sec. 107): Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?	Yes.
4. **Indigenous Needs and Resources** (FAA Sec. 281(b)): Describe extent	The Program has been designed based on both public and

to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.	private sector input. It will encourage institutional and human resources development required to sustain project activities beyond the PACD.
5. **Economic Development** (FAA Sec. 101(a)): Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?	Yes.
6. **Special Development Emphases** (FAA Secs. 102(b), 113, 281(a)): Describe extent to which activity will:	
(a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate	The purpose of the Program is to improve the overall protection of children's human rights. Project activities will focus on strengthening local public and private sector institutional capacity to provide services to and protect the rights of children living on the street, children working in the informal sector and children who have been abused. The population most affected by

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U.S. institutions;	these activities will be poor urban children.
(b) encourage democratic private and local governmental institutions;	N/A
(c) support the self-help efforts of developing countries;	By focusing on strengthening private and public sector institutional capacity, the project will help support the self-help efforts of Guatemala.
(d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and	The provision of services to meet the special needs of girls will be encouraged under this project while an improved policy framework for children's rights overall will help to improve the status of girls.
(e) utilize and encourage regional cooperation by developing countries.	N/A
7. **Recipient Country Contribution** (FAA Secs. 110, 124(d)): Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?	Yes. Counterpart institutions will contribute 25% of total program costs.
8. **Benefit to Poor Majority** (FAA Sec. 128(b)): If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and	Yes. The primary beneficiaries of project activities will be poor urban children.

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technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?	
9. **Abortions** (FAA Sec. 104(f); FY 1993 Appropriations Act, Title II, under heading "Population, DA," and Sec. 534):	
a. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?	N/A
b. Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?	N/A
c. Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization?	N/A
d. Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information	N/A

about access to, a broad range of family planning methods and services?	
e. In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning?	N/A
f. Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?	N/A
g. Are any of the funds to be made available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization?	N/A
10. **Contract Awards** (FAA Sec. 601(e)): Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?	Yes.
11. **Disadvantaged Enterprises** (FY 1993 Appropriations Act Sec. 563): What portion of the funds will be available	Although funds will not be specifically set aside for participation of these enterprices, the technical assistance and training

only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?	contracts will be competitively bid, allowing for participation of economically or socially disadvantaged firms.
12. **Biological Diversity** (FAA Sec. 119(g): Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?	N/A
13. **Tropical Forests** (FAA Sec. 118; FY 1991 Appropriations Act Sec.	

533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act):

a. **A.I.D. Regulation 16:** Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16?

Yes.

b. **Conservation:** Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested

N/A

watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (9) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; (11) utilize the resources and abilities of all relevant U.S. government agencies; (12) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the

land; and (13) take full account of the environmental impacts of the proposed activities on biological diversity?

c. **Forest degradation:** Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas; (3) activities which would result in the conversion of forest lands to the rearing of livestock; (4) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (5) the colonization of forest lands; or (6) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such

N/A

activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?	
d. **Sustainable forestry:** If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry?	N/A
e. **Environmental impact statements:** Will funds be made available in accordance with provisions of FAA Section 117(c) and applicable A.I.D. regulations requiring an environmental impact statement for activities significantly affecting the environment?	N/A
14. **Energy** (FY 1991 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act): If assistance relates to energy, will such assistance focus on: (a) end-use energy efficiency, least-cost energy planning, and renewable energy resources, and (b) the key countries where assistance	N/A

would have the greatest impact on reducing emissions from greenhouse gases?	
15. **Debt-for-Nature Exchange** (FAA Sec. 463): If project will finance a debt-for-nature exchange, describe how the exchange will support protection of: (a) the world's oceans and atmosphere, (b) animal and plant species, and (c) parks and reserves; or describe how the exchange will promote: (d) natural resource management, (e) local conservation programs, (f) conservation training programs, (g) public commitment to conservation, (h) land and ecosystem management, and (i) regenerative approaches in farming, forestry, fishing, and watershed management.	N/A
16. **Deobligation/Reobligation** (FY 1993 Appropriations Act Sec. 515): If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified?	N/A
17. **Loans**	
a. **Repayment capacity**	N/A

(FAA Sec. 122(b)): Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.	
b. **Long-range plans** (FAA Sec. 122(b)): Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?	N/A
c. **Interest rate** (FAA Sec. 122(b)): If development loan is repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter?	N/A
d. **Exports to United States** (FAA Sec. 620(d)): If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?	N/A
18. **Development Objectives**	

(FAA Secs. 102(a), 111, 113, 281(a)): Extent to which activity will: (1) effectively involve the poor in development, by expanding access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries?	(1) See 6 (a) (2) N/A (3) See 6 (c) (4) See 6 (d) (5) Yes, to the extent that training will be provided in various countries of the region.
19. **Agriculture, Rural Development and Nutrition, and Agricultural Research** (FAA Secs. 103 and 103A):	
a. **Rural poor and small farmers:** If assistance is being made available for	N/A

agriculture, rural development or nutrition, describe extent to which activity is specifically designed to increase productivity and income of rural poor; or if assistance is being made available for agricultural research, has account been taken of the needs of small farmers, and extensive use of field testing to adapt basic research to local conditions shall be made.	
b. **Nutrition:** Describe extent to which assistance is used in coordination with efforts carried out under FAA Section 104 (Population and Health) to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value; improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people.	N/A
c. **Food security:** Describe extent to which activity increases national food security by improving food policies and management and by strengthening national food	N/A

reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution.	
20. **Population and Health** (FAA Secs. 104(b) and (c)): If assistance is being made available for population or health activities, describe extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach.	The criteria for selection of NGO activities will include an emphasis on innovative health and nutrition services to poor children as described in the PP.
21. **Education and Human Resources Development** (FAA Sec. 105): If assistance is being made available for education, public administration, or human resource development, describe (a) extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, and strengthens management capability of	N/A

institutions enabling the poor to participate in development; and (b) extent to which assistance provides advanced education and training of people of developing countries in such disciplines as are required for planning and implementation of public and private development activities.	
22. **Energy, Private Voluntary Organizations, and Selected Development Activities** (FAA Sec. 106): If assistance is being made available for energy, private voluntary organizations, and selected development problems, describe extent to which activity is:	
a. concerned with data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; and facilitative of research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment;	N/A
b. concerned with technical cooperation and development, especially	The project will support increased self-sufficiency of PVOs engaged in service

with U.S. private and voluntary, or regional and international development, organizations;	provision to children in need.
c. research into, and evaluation of, economic development processes and techniques;	N/A
d. reconstruction after natural or manmade disaster and programs of disaster preparedness;	N/A
e. for special development problems, and to enable proper utilization of infrastructure and related projects funded with earlier U.S. assistance;	N/A
f. for urban development, especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development.	N/A
23. **Capital Projects** (Jobs Through Export Act of 1992, Secs. 303 and 306(d)): If assistance is being provided for a capital project, is the project developmentally sound and will the project measurably alleviate the worst manifestations of poverty or directly promote environmental safety and sustainability at the community level?	N/A

USAID
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DEVELOPMENT

LAC-IEE-93-15

REQUEST FOR A CATEGORICAL EXCLUSION

Projecct Location	:	Guatemala
Project Title	:	Street Kids Support Project
Project Number	:	520-0412
Funding	:	$3 million
Life of Project	:	4 years
IEE Prepared by	:	Edgar Pineda, ORD
Recommended Threshold Decision	:	Categorical Exclusion
Bureau Threshold Decision	:	Concur with Recommendation
Comments	:	None

James S. Hester Date April 16, 1993
James S. Hester
Chief Environmental Officer
Bureau for Latin America
and the Caribbean

Copy to	:	Terrence Brown, USAID/Guatemala Mission Director
Copy to	:	Edgar Pineda, USAID/Guatemala
Copy to	:	Wayne Williams, REA/CEN/ROCAP
Copy to	:	Maureen Dugan, LAC/CEN
Copy to	:	James hradsky, LAC/DR/CEN
Copy to	:	IEE File

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INITIAL ENVIRONMENTAL EXAMINATION

Project Location:	Guatemala
Project Title:	Street Kids Support Project 520-0412
Funding ($000):	FY 1993 1,500 LOP 3,000
Type of Funding:	DA (Central A.I.D. funds)

I. BACKGROUND

A. General Overview

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 the Mission Smaller, Healthier Families and Basic Education SOs.

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.

II. 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. 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.

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 actually live 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.

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 A.I.D. can have 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, efforts will be made to reach certain target groups (e.g., police, private sector leaders).

III. POTENTIAL ENVIRONMENTAL CONSEQUENCES

The described project will not involve activities that have a negative effect on the natural and physical environment. According to Section 216.2 (c) (2) (i) of 22 CFR, "education, technical assistance or training programs except to the extent such programs include activities directly affecting the environment (such as construction of facilities, etc.)", the activities which will be carried out qualify for a categorical exclusion.

IV. RECOMMENDATIONS

Based on the terms of the categorical exclusion discussed above, the Mission recommends that the Street Kids Support Project be given a Categorical Exclusion determination requiring no further environmental review.

Concurrence: _____
Terrence J. Brown
Mission Director

3/23/93
Date

Drafter: EPineda, ORD _____ 3/15/93

Clearances: PNovick, CORD (in draft)
TDelaney, PDSO (in draft)
for PO'Connor, OHE _____
SWingert, DDIR _____

EP/Street Kids.IEE
03.15.93

APPR: JH (JH)
DRAFT: KM (KM)
CLEAR: ( )
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UNCLASSIFIED

AID/LAC/DR/E:KMENCZER:VP:IEE93-15.CAB
04/07/93 647-9486
AID/LAC/DR/E:JHESTER

ROUTINE GUATEMALA

AIDAC GUATEMALA FOR E. PINEDA AND W. WILLIAMS

E.O. 12356: N/A

TAGS:

SUBJECT: ENVIRONMENTAL THRESHOLD DECISION FOR STREET KIDS SUPPORT PROJECT (520-0412)

1. LAC CHIEF ENVIRONMENTAL OFFICER, JAMES HESTER, HAS REVIEWED AND HEREBY APPROVES MISSION REQUEST FOR A CATEGORICAL EXCLUSION FOR SUBJECT PROJECT.

2. IEE NUMBER IS LAC-IEE-93-15. COPY OF THE ENVIRONMENTAL THRESHOLD DECISION IS BEING SENT TO MISSION FOR INCLUSION IN PROJECT FILES. YY

TD

ACTION AID/2 INFO AMB DCM ECON /5

ANNEX J
Page 1 of 4

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TO AMEMBASSY GUATEMALA 3403
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08-MAR-93 TOR: 14:36
CN: 01371
CHRG: AID
DIST: AID
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UNCLAS SECTION 01 OF 02 STATE 065450

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ACTION
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DUE DATE
3/12/93
ACTION TAKEN
(Initials)

AIDAC
E.O. 12356: N/A
TAGS:
SUBJECT: REVIEW OF GUATEMALA ACTION PLAN FOR FY 1994-95

1. THE USAID/GUATEMALA FY 1994-95 ACTION PLAN WAS REVIEWED ON FEBRUARY 23, 1993. A-AA AARON WILLIAMS CHAIRED THE DAEC MEETING ATTENDED BY REPRESENTATIVES FRO LAC/DR, DPE, DI, TI, CEN, POL/CDIE, STATE/ARA AND STATE/HA. USAID/GUATEMALA WAS REPRESENTED BY DIRECTOR TERRENCE BROWN AND ELIZABETH WARFIELD, CHIEF OF THE PROGRAM DIRECTION AND SUPPORT OFFICE. THE ACTION PLAN WAS APPROVED WITH THE CLARIFICATIONS OUTLINED BELOW.

2. THE A-AA COMMENTED THAT USAIDIS ACTION PLAN WAS VERY WELL WRITTEN AND DEMONSTRATED A CLEAR SENSE OF FOCUS. HE FURTHER NOTED THAT THE INNOVATIVE APPROACH TO MANAGING THE PROGRAM AND STREAMLINING THE MISSION'S PORTFOLIO WAS A MODEL FOR OTHER MISSIONS. HE ALSO COMMENDED THE MISSION FOR ITS INSTRUMENTAL ROLE IN THE PASSAGE OF THE FISCAL REFORM PACKAGE, THE CRIMINAL PROCEDURES CODE, AND THE GROWTH IN NON-TRADITIONAL EXPORTS. USAID DIRECTOR BROWN NOTED THAT THE MISSIONIS STRATEGY WAS ON TRACK AND OUTLINED SEVERAL MAJOR PROGRAM ACCOMPLISHMENTS OVER THE PAST YEAR, INCLUDING FISCAL REFORM, TRADE AND INVESTMENT REFORM, POPULATION AND EDUCATIONAL REFORM. SEVERAL

IMPORTANT MISSION MANAGEMENT INNOVATIONS WERE ALSO INTRODUCED, INCLUDING THE USE OF NEWLY FORMED SECTOR IMPLEMENTATION COMMITTEES AS A WAY TO STREAMLINE MANAGEMENT OF THE MISSIONIS PORTFOLIO AND ENHANCE ACCOUNTABILITY.

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USAID/GUATEMALA

THE MISSION CONTINUES TO DOWNSIZE ITS OPERATIONS. FSN STAFF HAS BEEN REDUCED TO A LEVEL OF APPROXIMATELY 170 AND USDH STAFF WILL BE REDUCED TO 19 IN FY94.

3. ACTION PLAN DECISIONS:

A. JUDICIAL SECTOR REFORM ISSUE. THE MAIN ISSUE RAISED BY THE BUREAU FOCUSED ON THE DIFFICULTY OF ACHIEVING SUBSTANTIAL JUDICIAL REFORM IN A CONTEXT OF UNCERTAINTY REGARDING BOTH THE ATTORNEY GENERAL'S OFFICE AND THE SUPREME COURT, AND HOW TO ACHIEVE COOPERATION AMIDST INSTITUTIONAL STRIFE. THE MISSION NOTED THESE DIFFICULTIES BUT ALSO NOTED MAJOR RESOURCES RECENTLY

COMMITTED BY THE GOVERNMENT OF GUATEMALA (GOG) IN THIS SECTOR. FURTHER, IN A RECENT MEETING, THE HEAD OF THE GOG SUPREME COURT EXPRESSED STRONG INTEREST IN RECEIVING ASSISTANCE FROM USAID.

THE MISSION IS PROCEEDING WITH A CAUTIOUS, PHASED APPROACH AND IS SCALING DOWN THE PLANNED INITIAL FY93 OBLIGATION FROM 5 MILLION DOLLARS TO 3.5 MILLION DOLLARS. THE ISSUE OF ENSURING COORDINATION AMONG PARTICIPATING INSTITUTIONS REMAINS A SERIOUS CONCERN AND WILL BE CAREFULLY MONITORED AS ACTIVITIES ARE IMPLEMENTED. THE BUREAU ENDORSED THE MISSION'S PROPOSED STRATEGY.

B. NPDS:

1. THE JUDICIAL SECTOR REFORM SUPPORT PROJECT (520-0407) WAS DISCUSSED AND AUTHORITY TO APPROVE THE PROJECT WAS DELEGATED TO THE FIELD WITH AN LOP OF UP TO 8 MILLION. DOLLARS.

2. THE STREET KID'S SUPPORT PROJECT (520-0412) WAS DISCUSSED AND AUTHORITY TO APPROVE THE PROJECT WAS DELEGATED TO THE FIELD WITH AN LOP OF 3 MILLION DOLLARS. THE INITIAL 1.5 MILLION DOLLAR OBLIGATION WILL BE CENTRALLY FUNDED.

3. PROGRAM CONCURRENCE WAS GIVEN TO THE MISSION TO USE ITS DELEGATION OF AUTHORITY TO EXTEND THE PACD OF THE BASIC EDUCATION STRENGTHENING PROJECT (520-0374) FROM 7/L/95 TO 7/L/99 WHILE MAINTAINING AN LOP OF 30 MILLION DOLLARS.

C. CLARIFICATIONS:

1. CHILD SURVIVAL: CONCERNS WERE RAISED THAT THE TIME FRAME FOR PHASING OUT USAID SUPPORTED CHILD SURVIVAL ACTIVITIES BY 1995 MIGHT NOT ALLOW SUFFICIENT TIME FOR THE MINISTRY OF HEALTH AND OTHER DONORS TO HAVE IN PLACE STRONG ENOUGH POLICIES, PROGRAM INTERVENTIONS AS WELL AS

FINANCIAL AND MANAGEMENT SYSTEMS TO SUSTAIN ACHIEVEMENTS GAINED WITH USAID INVESTMENTS SINCE 1985 - MORE THAN 45 MILLION DOLLARS.

THE A-AA REQUESTED THAT THE MISSION FOCUS ITS TECHNICAL ASSISTANCE AND POLICY DIALOGUE TO ENSURE THE SUSTAINABILITY OF ITS CURRENT INTERVENTIONS WITH THE GOG AND DEVELOP A PLAN TO MONITOR CHILD SURVIVAL INDICATORS TO AVOID SETBACKS IN THIS AREA AS THE MISSION PHASES OUT ITS ASSISTANCE AND OTHER DONORS INITIATE THEIR PRIMARY HEALTH CARE PROGRAMS. THE MISSION WILL CONTINUE TO INTEGRATE NUTRITION EDUCATION INTERVENTIONS AS APPROPRIATE INTO ITS REPRODUCTIVE HEALTH AND TITLE II PROGRAMS AND TO PROMOTE NUTRITION INTERVENTIONS IN ITS POLICY DIALOGUE WITH OTHER DONORS.

2. PEACE NEGOTIATIONS AND RETURN OF REFUGEES: DISCUSSIONS WERE HELD REGARDING THE APPROPRIATE RESPONSE TO THE RETURN OF GUATEMALAN REFUGEES FROM MEXICO. IT IS NOT POSSIBLE TO PREDICT WHEN PEACE NEGOTIATIONS AND RESETTLEMENT OF DISPACED PERSONS BETWEEN GOG AND URNG REPRESENTATIVES WILL REACH AN ACCORD. THE MISSION EXPECTS TO EXTEND THE DELIVERY OF BASIC SERVICES TO RETURNING REFUGEES THROUGH ONGOING PROJECTS, I.E., FARM TO MARKET ACCESS ROADS, IMMUNIZATION AND ORT FOR CHILD SURVIVAL AND THE HIGHLANDS WATER AND SANITATION PROJECT TO HELP MEET THE NEEDS OF TARGETTED GROUPS AND TO AVOID GETTING INVOLVED IN THE INSTITUTIONAL MORASS OF GOVERNMENT AND NGO AGENCIES. THE BUREAU CONCURRED WITH THE MISSIONIS PLANS TO USE UP TO DOLS 1.5 MILLION IN 92 ESF CARRYOVER, AS NEEDED FOR THESE ACTIVITIES. THE MISSION AND LAC BUREAU WILL COLLABORATE IN DEVELOPING A FINAL DETERMINATION ON THIS MATTER.

3. STREET KID'S PROJECT: THERE WAS DISCUSSION AS TO WHETHER THIS PROJECT WAS CONSISTENT WITH THE MISSIONIS PLAN TO LIMIT NUMBER OF STRATEGIC INTERESTS. THE MISSION INDICATED THAT THE INITIATIVE WILL BE PART OF ITS INALIENABLE RIGHTS STRATEGIC OBJECTIVE. THE BUREAU CONCURRED WITH THIS DECISION.

4. CENTRALLY FUNDED RTAC II PROJECT: THE MISSION INDICATED ITS WILLINGNESS TO MAKE A DOLS 300,000

CONTRIBUTION TO THE RTAC II PROJECT. IT PREFERS TO MAKE THAT CONTRIBUTION FROM ITS DEOBLIGATIONS THIS YEAR, ASSUMING IT RECEIVES DOLS 300,000 OVER THE CURRENT 50 PER CENT ESTIMATE. A SECOND OPTION WOULD BE TO FUND IT FROM THE DOLS 10.5 MILLION ESF CARRYOVER. THE MISSION STATED THAT IT WAS NOT FEASIBLE TO FUND RTAC FROM THE FY93 DA (NOA) BUDGET. FINAL DETERMINATION OF THE FUNDING SOURCE FOR GUATEMALAIS CONTRIBUTION WILL BE SUBJECT TO FURTHER NEGOTIATIONS WITH THE MISSION.

5. THE ISSUE OF SUSTAINABILITY OF THE ACTIVITIES SUPPORTED UNDER THE BASIC EDUCATION STRENGTHENING PROJECT AND THE COORDINATION/TIMING OF IFI FINANCING WAS RAISED BY THE BUREAU. THE MISSION WILL TAKE THESE CONCERNS INTO

CONSIDERATION IN THE PLANNED REDESIGN OF THE PROJECT.
CHRISTOPHER
BT
#5450

NNNN

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ACTION MEMORANDUM FOR THE MISSION DIRECTOR

May 6, 1993

FROM: Elizabeth Warfield, C/PDSO

THROUGH: Stephen C. Wingert, DDIR

SUBJECT: Street Kids Support Project (520-0412)--PID Determination

ACTION REQUESTED: That you determine not to require an approved Project Identification Document for the Street Kids Support Project.

BACKGROUND: On September 30, 1991, USAID/Guatemala signed a $475,000 Grant with SHARE/Guatemala to finance activities designed to decrease the number of children entering the population of orphans and displaced children, and to improve the quality and extend the range of community- and institutionally-based services available to "children in need." Initially, the Mission obligated $368,712 to SHARE, which subsequently awarded eleven subgrants to Guatemalan PVOs. The Mission intended to fund the remaining mortgage (and possibly increase the LOP amount of the Grant) in FY 1992. However, based on concerns relating to the focus of PVO activities and SHARE's ability to oversee the financial and administrative aspects of those activities, it was decided that no additional resources would be obligated under the SHARE Grant, and that a new project would be designed in FY 1993.

Based on the continuing needs of Guatemalan children in especially difficult circumstances and the availability of funding through a congressional earmark for street/displaced children, the Mission presented a New Project Description in its FY 1994-1995 Action Plan for the $3 million Street Kids Support Project. This NPD defined three project components: (1) Basic Needs Service Delivery; (2) Research and Technical Assistance; and (3) Public Awareness and Policy, and was approved by LAC in February 1993.

DISCUSSION: Prior to the Mission's decision not to provide additional funding to SHARE, a team of specialists contracted through R&D/POP performed an analysis of SHARE's management capabilities and the current status of street children in Guatemala. While the team highlighted vulnerabilities in the SHARE operation that eventually led to the Mission's decision to allow that Grant to expire without adding new resources, they also helped: 1) define an appropriate target population for A.I.D. support (children who live in the streets and those who spend a large percentage of their time in public places); 2) propose a narrower geographic focus (Guatemala City and urban centers); and 3) verify that demand for assistance and some institutional capacity existed among local NGOs.

Based on the team's report, available information from UNICEF and other donors,

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preliminary discussions between USAID staff and local organizations working with the target population, and Mission experience supporting the Office of the Human Rights Ombudsman's (OHRO) civic education efforts, sufficient analysis exists for the Mission to proceed directly from the approved NPD to PP development. Based on this analysis, the Mission design team will be able to define the criteria for the selection of sub-grantees and the responsibilities of the umbrella organization under the Basic Needs and Research/Technical Assistance Components of the Project. Likewise, the Mission is in a position to work closely with the OHRO on the final design of the smaller Public Awareness/Policy Component.

AUTHORITY: Delegation of Authority No. 752 (as revised September 14, 1992) authorizes you to determine whether a PID or a PID-equivalent document for a project should be prepared.

RECOMMENDATION: That you sign below, thereby authorizing further PP development without an approved PID.

APPROVED: _____ Date 5/10/93

DISAPPROVED: _____ Date _____

Drafted:	PDSO, SAlvarado	TRD	Date 5/6/93
Clearance:	PDSO, TDelaney	TRD	Date 5/6/93
	OH&E, PO'Connor	Draft	Date 04/29/93
	ODDT, BHogan	Draft	Date 05/03/93