

# QUARTERLY REPORT

First quarter FY 2000

## Guatemala Mitch Special Objective: Rural Economy Recovers from Mitch and is Less Vulnerable to Disasters

**Summary:** U.S. grant assistance under the Hurricane Mitch Special Objective (SpO) is helping Guatemala's rural economy recover from the devastation brought on by the hurricane while offering technical support and other assistance to help the rural communities both mitigate effects of the disaster and better prepare for future disasters. During the quarter ending December 31, 1999, USAID and its partners made important progress in implementing reconstruction activities and toward achieving results.

**Key Intermediate Results:** (1) Disaster preparedness enhanced; (2) Agricultural productivity recovered on more sustainable basis; (3) Community disease prevention and control systems strengthened.

**Government of Guatemala and Donor Coordination:** After the Stockholm Consultative Group (CG) in May, the Government of Guatemala (GOG) established two working groups, one on Watershed Management and one on Disaster Preparedness and Mitigation. The main focus of the working groups is the implementation of the GOG's Mitch Reconstruction Plan. USAID had pushed for the establishment of a Stockholm Monitoring Commission to be chaired by the GOG's planning ministry, SEGEPLAN, but the election climate of 1999 restrained GOG enthusiasm to follow through. During the quarter, the Watershed Management group convened monthly meetings attended by a number of Guatemalan public and private sector agencies led by the principal ministries of Agriculture and Planning, bi-lateral donors including the US and Japan, the UNDP, IDB, and international PVOs such as CARE and CRS. The USAID Mission Director co-chairs the Watershed Management coordinating group. The Disaster Preparedness and Mitigation coordinating group began to meet during the quarter. The group set priorities for action and formed a technical management unit to develop an action plan to implement priority areas. The formation of two additional working groups, Health, and Agricultural Recovery, was advanced and clarified during the quarter. A "Partners Council on Household Water and Sanitation" was established, which in effect represents the health working group. The entity was created as part of the Special Provisions within the CARE and CRS Cooperative Agreements with USAID principally to promote coordination and to share successful approaches and lessons learned. The Council is chaired by USAID with membership from MOH, CARE, CRS, and MERTU/G-CDC. PAHO and UNICEF have expressed interest in participating in the group, and are likely to become more involved during the next quarter. Finally, concerning the formation of the Agricultural Working group, it has become clear that there is little need for this

additional group. The Watershed Management group covers most, if not all, of the rural activation issues directly or indirectly. Consequently, the Agriculture Working group is being let go by the wayside.

## **IR 1: Disaster Preparedness Enhanced**

During the quarter, progress was made toward strengthening the GOG's disaster preparedness and mitigation capacity. The GOG/donor coordinating group for Disaster Preparedness and Mitigation formed a technical management unit (MU) that initially met weekly, and will meet monthly in 2000. The MU is headed by a representative from the National Disaster Coordination Committee (CONRED), with support membership from USAID, UNDP, UNICEF and the GOG's Secretariat for Planning (SEGEPLAN). The MU's principal focus is to develop and implement an action plan for two of the coordinating group's priority areas: (a) strengthening Guatemala's disaster response system; and (b) vulnerability mapping/risk management. The first priority includes equipping and training personnel of CONRED to strengthen its capacity and that of its network of departmental committees (DEPRED). The vulnerability assessment to identify communities most at risk of natural disasters including floods, volcanic eruptions, landslides, and earthquakes is to be carried out by the Institute for Seismology, Vulcanology, and Meteorology (INSIVUMEH). The beneficiaries of these efforts will be the community inhabitants in at risk areas. Intermediate beneficiaries will be the CONRED, INSIVUMEH, and other national staff who will be trained and/or equipped with improved technology.

**Key Intermediate Results:** (1) Mapping, data collection, and targeting most vulnerable communities; (2) Community organizations strengthened, (3) CONRED network strengthened.

**Performance and Prospects:** This IR is on track. USAID signed a Cooperative Agreement (CA) with CARE on August 30, 1999, and with CRS on October 4, 1999.

Both CARE and CRS had already begun work on planning and coordination with GOG counterparts and with target communities. CARE and CRS are directly contributing to achievement of results under IR 1.2 Community Organizations Strengthened. Combined, they have a total of \$650,000 to conduct community level capacity building. Both CARE and CRS are working with community committees to help them establish a local disaster management capability and links with DEPRED and with CONRED. CARE is targeting 25 communities in 5 municipalities (county-like jurisdictions), and CRS is focusing on establishing disaster prevention and coordination committees in 100 communities. All

### **An Appropriate Focus**

CARE is focussing its project to strengthen community disaster preparedness in twenty five communities in five municipalities, many located in the department of Alta Verapaz. During October 1999, Alta Verapaz received heavy rains, which were similar in intensity to Hurricane Mitch. Three of CARE's target municipalities and fifteen of its target communities experienced severe flooding during the rainy season and were declared in a state of emergency by CONRED. The repeat of disaster-like conditions so soon after Mitch caught the attention of these community and municipal leaders. Consequently, a warm welcome greets CARE's disaster preparedness program in these communities in the hope that the next time they will be prepared.

are within flood vulnerable areas affected by Mitch as well as by renewed flooding during the heavy 1999 rainy season.

During the quarter, both CARE and CRS made progress toward their targets. For the quarter, CRS completed ten activities related to operational startup and completion of an Emergency Action Plan with each of the 100 communities. These include:

- Two planning workshops with local counterpart agencies to develop the calendar year (CY) 2000 work plan, identify watersheds, mini-watersheds, and target communities, and prioritize beneficiary communities were held.
- Additional personnel for Mitch reconstruction implementation contracted.
- CY 2000 work plan and monitoring plan submitted to USAID.
- Agreements with three of four counterpart institutions were signed and advance funding to them was made.
- Vehicles and equipment purchased.
- In coordination with CONRED's operational structure and CRS' local counterparts, 100 communities for implementation were selected. Twenty eight of these were identified as priority communities where implementation is to begin. Fourteen of the 28 were to be contacted during the quarter to begin organization of the local committee. However, this action has been postponed to after a Training of Trainers program scheduled for February 2000.
- With CONRED, arranged and coordinate a Training of Trainers program (for CRS and CRS counterpart institution staff) to be given in February 2000, and facilitated by CONRED.
- Other institutions working in disaster preparedness were contacted to compare strategies, share technical information and avoid geographical duplication, (OXFAM, MAGA, GTZ, Alianza para la Prevencion de Desastres –ALIAPRED).

CARE completed seven activities for the quarter. These include:

- Purchased five motorcycles to be assigned in support of work at the municipality level.
- Prepared and submitted to USAID its CY 2000 work plan.
- Prepared and submitted to USAID a monitoring and evaluation plan.
- Strengthening of Community Disaster Preparedness project presented to five municipalities; and partnership relationships established with Peace Corps for the support of PCVs at community level and with DEPREM in the five municipalities.
- Developed scope of work to conduct basic information studies and develop vulnerability maps for the five municipalities.
- Selected 25 communities in the five municipalities for implementation of project activities.
- Promoted and presented the objectives of the project in the 5 municipalities and the 25 selected communities.

CARE and CRS represent just over two thirds of the SpO resources for this IR. Of the remaining resources, \$100,000 is intended for IR 1.1 mapping, data collection, and targeting most vulnerable communities, and IR 1.3, CONRED network strengthened.

Specific uses for these resources will be defined as other U.S. agencies working in IR 1 implement their respective work plans. NOAA's National Weather Service, for example, will be establishing a flood early warning system in the Motagua Valley. Complimentary training and logistical activities directed at CONRED would be expected to enhance and broaden the reach of that system. Similarly, USGS' digitized volcano and landslide hazard maps should enhance the utility of the GOG's Geographic Information System (GIS) now in its incipient stages of development. Strategically placed resources could make a difference in ensuring that GIS development survives upcoming changes in the national government. OFDA's and FEMA's work will also create opportunities for further enhancement of CONRED's capabilities. Anticipated from FEMA is a plan for strengthening Guatemala's emergency management system, and implementation of that plan would be a good use for some of the remaining resources.

NOAA, USGS and FEMA have submitted draft work plans for Guatemala under their IAAs with USAID. During the quarter, the USGS negotiated to contract aerial photography through the U.S. National Imaging and Mapping Agency (NIMA) to be used in developing their hazard maps. With these data, the USGS will develop digitized elevation maps (DEMs) which will show the degree of risk faced by populations living near the potential landslide area or volcano. USGS also completed the selection process and administrative requirements for its regional Mitch Coordinator who will be located here in Guatemala over the two years of the IAA. While also having responsibilities for USGS' support work to USAID/G-CAP's regional Mitch program, the USGS coordinator will provide support to USGS bi-lateral activities in Guatemala including those related to IR 1. The USGS Mitch Coordinator is expected to arrive in Guatemala in March 2000.

In addition to having submitted its CY2000 work plan during the quarter, NOAA/NWS also began implementation of its plan by delivering to INSIVUMEH replacement equipment for ten damaged weather stations. The equipment arrived at the tail end of the 1999 rainy season, which produced heavier than normal rainfall. With the equipment, INSIVUMEH was able to provide rainfall and forecasting data helpful to CONRED for flood warning during the rainy season.

FEMA submitted a template draft work plan that was more of a concept paper than a focused effort. USAID has high expectations for solid input from FEMA on emergency management theory and practice that can readily strengthen CONRED. FEMA's draft work plan is overly ambitious in terms of the quantity of activities proposed, and fails to factor in specific country needs. LAC has successfully argued that FEMA teams should visit countries in order to refine respective work plans. In response, FEMA has proposed that its Director Mr. James Lee Witt, visit countries. A prior visit by a FEMA team would also serve to prepare the Director for his visit when it occurs in 2000. FEMA team will visit Guatemala February 28 to March 2, 2000.

OFDA's work during the quarter centered around its Central America Mitigation Initiative. In October 1999, OFDA shared a draft of the conclusions and recommendations chapter of the report with USAID missions. In November, an OFDA team visited Guatemala to discuss the report's findings. USAID Guatemala's response to

the team, and to USAID/Washington by cable (04341), was that the recommendations were too numerous and too general, with insufficient focus on country needs to be of much direct use to country-level Mitch reconstruction efforts. In Guatemala, the expectation is that OFDA and FEMA will provide technical assistance to complement USAID's limited resources committed to disaster preparedness and response. OFDA's \$11 million Central America Mitigation Initiative is ideally timed to meet the need of helping CONRED develop the technical content of a new and broadly articulated strategy for national disaster preparedness and response, provided it is restructured to have a strong country focus and resources are programmed.

## **R 2: Agricultural Productivity Recovered on More Sustainable Basis**

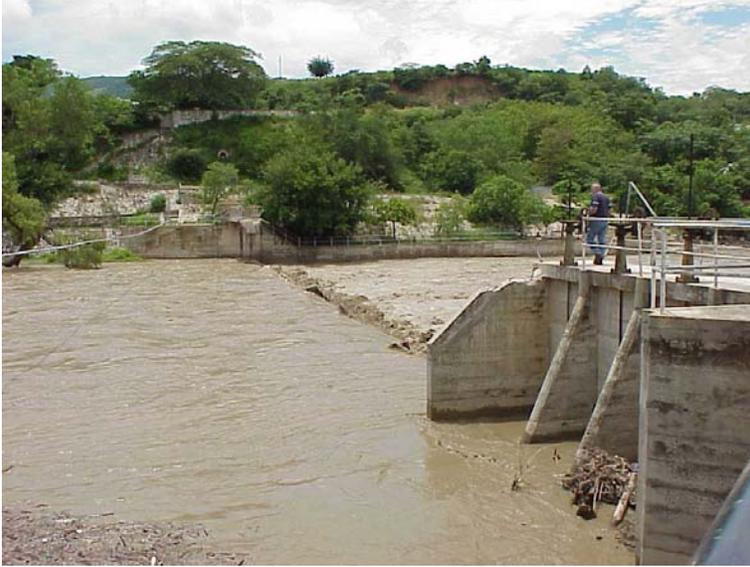
The northern and eastern departments of Alta Verapaz, Izabal, Zacapa, Chiquimula, El Progreso and northern Quiche were severely affected by Hurricane Mitch. This IR is helping small farmers in these areas recover lost agricultural production capacity at the same time making it more sustainable and resistant to future climatic events. Plans call for river channel modification and/or protection infrastructure, rehabilitation of small irrigation systems, land stabilization activities, rehabilitation of farm to market roads, and improved natural resource management including reforestation in the upper watershed areas of the Polochic and Motagua watersheds.

**Key Intermediate Results:** (1) River, land and small scale irrigation systems rehabilitation, (2) Polochic and Motagua watershed management, (3) Seed recovery and multiplication, (4) Microenterprise recovery and credit, (5) Rural road repair in Ixcán, Quiché, and Alta Verapaz.

**Performance and Prospects:** This IR has the bulk of the Mitch Recovery SpO funding - \$24 million. To achieve results, this IR is directing resources through a variety of partners including CARE, the Guatemalan Ministry of Agriculture (MAGA), the U.S. Army Corps of Engineers (USACE), Catholic Relief Services (CRS), the National Coffee Producers Association (ANACAFE), the National Rural Development Bank (BANRURAL), and the Cooperative Housing Foundation (CHF).

Most of the last quarter of 1999 was spent by USAID subobligating SpO funds with partners. These same partners undertook planning and field mobilization actions necessary to begin full implementation of field activities the first quarter of 2000. CARE and CRS are the major partners in the recovery of the affected watershed areas and have hired the necessary field staff, begun equipment purchase, and identified the communities they will be working with. USACE, under its \$2 million PASA, has so far developed a prioritized list of 12 Motagua river basin projects that are identified for immediate implementation during the 2000 dry season, a couple of these projects will be financed with USAID funds already provided to MAGA. The rest will require financing from the GOG or other donors.

Implementation is on track to comply with several critical time points for this IR. One is the construction of USACE designed Motagua river watershed interventions for irrigation system rehabilitation, land reclamation, flood control, and riverbank stabilization before the wet season begins in May 2000. Another is the nursery production of trees for reforestation activities during the rainy period of July to September 2000 to optimize transplant survival. NGO partners are also on target with their staffing up of field personnel and field equipment purchases.



The Santa Lucia Irrigation dam and intake on the Rio Grande de Zacapa served 10,000 small farmers irrigating over 25,800 acres. Its rehabilitation is USACE's highest priority project for the 2000 dry season. The dam is being further protected upstream by an earthen levee and gabion structures to prevent it from being threatened during future high flow events. When completed, farmers will again be able to cultivate three crops a year. Since Mitch, they can plant only one crop in the rainy season.

The only IAA relationship in this IR is with the USDA/Forestry Service. In December, the Forestry Service completed its draft CY 2000 work plan, which concentrates on the Jones, Pasabien and Rio Hondo subwatersheds in the Motagua watershed - all of which are on the south side of the degraded Sierra Las Minas mountain range. The work plan focuses on fire management and watershed restoration including hydrological data collection related to watershed management.

The most active partners during the period were CARE, CRS and USACE. Below, activities carried out during the quarter are summarized by sub-IR and by agency.

### **IR 2.1 River, land and small scale irrigation systems rehabilitation**

- In October, USAID and CRS signed a Cooperative Agreement for watershed rehabilitation in the Motagua valley; in December, CRS submitted its CY 2000 work plan with detailed plans for the communities they will work with on a range of sustainable agriculture and reforestation activities.
- In November, USAID and ANACAFE, signed a Cooperative Agreement for \$738,000 for rehabilitation of coffee land and coffee-processing facilities in the Motagua and Polichic valleys. ANACAFE finalized a sub-agreement with the Verapaces Coffee Federation (FEDECOVERA) to implement field activities that benefit small farmers adversely affected by Mitch.
- In November, USACE submitted a list of 22 high priority projects, considered as immediate solutions for the Motagua river watershed for implementation in 1999-2000 dry season. MAGA agreed to implement these activities and prioritized the list so that USACE can complete final design work according to the priority list.

- In December, USAID and MAGA-CIPREDA signed a Project Implementation Letter with a value of \$2.15 million for land and flood protection (mainly gabions) construction in the Motagua watershed.
- In December, USDA/Forestry Service and CRS submitted their respective CY 2000 work plans the Motagua valley.

### **IR 2.2 Polochic watershed management**

CARE is the principal partner for this sub-IR. Its activities for the quarter are summarized as follows:

- In December, CARE, submitted its CY 2000 work plan.
- CARE fully staffed up its program, having hired a program manager, seven technicians, two administrative assistants and a secretary.
- Equipment has been purchased including fourteen motorcycles, a pick-up and other essential equipment.
- CARE began a reforestation activity that will transplant one million coffee, pine, and other broad leaf tree species by December 2000, for which nurseries were identified and negotiated with.
- CARE has also initiated discussions with the mayors and local governments. Sub-agreements were also negotiated with SHARE, Fundacion Solar, and Defensores de la Naturaleza on specific geographic and renewable energy initiatives.
- In December, USAID and MAGA-CIPREDA signed a Project Implementation Letter, valued at \$500,000 for Polochic watershed management.

### **IR 2.3 Seed recovery and multiplication**

- In December, USAID and MAGA-CIPREDA-ICTA signed a Project Implementation Letter, valued at \$1.0 million, for a seed recovery and multiplication program that will be implemented with other USAID Mitch partners such as CARE and CRS.

### **IR 2.4 Microenterprise recovery and credit**

- In December, USAID and MAGA-BANRURAL signed a Project Implementation Letter, valued at \$2.0 million, for microenterprise recovery. BANRURAL will wholesale these credit funds through local organizations supported by the other USAID Mitch partners such as CARE and CRS.

### **IR 2.5 Rural road repair in Ixcán, Quiché, and Alta Verapaz**

- In November, USAID and ANACAFE signed a Cooperative Agreement, valued at \$3

million, for rural road rehabilitation. Heavy equipment procurement was initiated and plans developed to replicate in the Polochic area the AMVI local private non-profit organization road maintenance model implemented by CHF in the Ixcán region of Guatemala.

- In November, USAID and CHF signed a Cooperative Agreement, valued at \$1.995 million, for rural road rehabilitation in Ixcán.

## **IR 3: Community Disease Prevention and Control Systems Strengthened**

**Summary:** The health component of this SpO supports the prevention and control of infectious diseases, mainly cholera, dengue and malaria, in selected regions of the country. USAID's support is strengthening local disease surveillance and promoting better household health practices that inhibit disease transmission. The malaria and cholera elements of the program focus on rural areas while the dengue efforts center on urban and peri-urban areas. The construction and rehabilitation of water and sanitation services in communities complement these actions where facilities were damaged by Mitch.

**Key Intermediate Results:** (1) Local malaria prevention and control programs strengthened, (2) Household water and sanitation programs established in selected areas, and (3) Capacity to prevent and control infectious diseases enhanced.

**Performance and Prospects:** This IR depends on agreements with CDC, CARE and CRS for results achievement. Implementation is on track. The CDC is providing services directed at enhancing local malaria prevention and control programs, as well as supporting the water and sanitation efforts of CARE and CRS. The CDC bilateral activity, which is being implemented through the USAID/G/PHN environmental health PASA, was signed in October. A CDC Atlanta representative visited Guatemala for two weeks in October 1999 to work with the Ministry of Health in carrying out an assessment to finalize its joint work plan in November 1999 to work with CRS and CARE in Monitoring and Evaluation aspects of Water and Sanitation activities.

With its Cooperative Agreement with USAID having already been signed in August 1999, CARE continued to implement actions related to this IR. And CRS, which signed its Cooperative Agreement with USAID October 4, 1999, advanced its agenda of establishing an operational framework with its local partners in the Motagua valley area.

Guatemala's national elections that were held in November 7, 1999, created new challenges for Mitch Reconstruction efforts. Of the five municipalities in which CARE had organized water and sanitation activities during the quarter, four have new mayors. While a smooth transfer of local government to new officials is an occasion to celebrate, it will, nonetheless, require CARE to redo some of its promotional and municipal organization work for their Water and Sanitation projects.

### **IR 3.1 Local malaria prevention and control programs strengthened**

Accomplishments during the quarter in the malaria component are related to project design and start-up. MERTU-CDC is main partner in this sub-IR. Their summary of activities includes:

- MERTU/G-CDC submitted its CY2000 Malaria Work Plan.
- A plan for environmental mitigation (related to the use of pesticide in impregnated bed nets for malaria control) was presented to USAID and clearance was granted.
- Staffing plan developed and recruitment of field personnel is underway.
- A field station has been established in Ixcán, one of the three malaria zones to be covered by the project.
- MERTU/G-CDC has become a member of the Ixcán Health Commission.
- Initial site and data collection visits were made to 16 of the candidate bed net villages.<sup>1</sup>
- MERTU/G-CDC has assessed the capacity of a local women's micro enterprise group in Ixcán to manufacture bed nets in large scale.
- CDC developed an initial list of volunteer collaborators in Ixcán.

### **IR 3.2 Household water and sanitation programs established in selected areas**

CARE and CRS are the principal partners in this sub-IR with a technical support role being played by CDC. The summary of accomplishments includes:

- The "Partners Council on Household Water and Sanitation" was established. The entity was created as part of the Special Provisions within the CARE and CRS Cooperative Agreements with USAID principally to promote coordination and to share successful approaches and lessons learned. The Council is to be chaired by USAID with representatives from MOH, CARE, CRS, and MERTU/G-CDC making up the membership. Contact has been initiated with PAHO and UNICEF as they have expressed interest in coordinating water and sanitation activities. Also, MOH authorities will facilitate the participation of INFOM (Instituto de Fomento Municipal), the GOG agency charged by law to monitor water and sanitation projects. Coordination with INFOM at the field level is already taking place.

#### **CARE**

CARE established four objectives for the quarter: (1) complete studies for 14 communities, (2) establish formal agreements with target communities, (3) fully complete studies and topographic designs for two communities, and (4) identify water sources to be used by the selected communities.

Because the quarter occupied the heaviest period of Guatemala's annual rainfall, and that the 1999 rainy season was more intense than normal, no construction work was undertaken. Efforts were focused on site selection, feasibility studies and related preparatory work. Activities completed include:

- Submitted CY2000 work plan to USAID.
- In Alta Verapaz Department, identified and completed prefeasibility evaluations for

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<sup>1</sup>. Insecticide treated nets are the main element of this community-based intervention to reduce malaria transmission.

twelve communities in the municipalities of Panzos, Tucuru, Tamahu, and Chamelco. (In the Department of Baja Verapaz, there are two communities yet to be confirmed). Visits were carried out to seven water sources to know their location and flow pattern in the rainy season.

- Assured legal documentation with all but the three communities in Panzos, which include, Community Committee Legalization Agreement; Community Commitment to the project; Granting of Water Source Deed; Municipal Agreements to support the water project implementation.
- Activities related to equipment, vehicle acquisition and the hiring of additional staff were carried out. A project manager, one technical assistant, three field assistants and one administrative assistant were hired for this component.
- Commitment and participation of local beneficiaries of affected communities was negotiated.
- Communities were identified for the reconstruction of water systems, 12 in Alta Verapaz and 2 communities in Baja Verapaz; site identifications were carried out for 7 water sources; and prefeasibility studies were coordinated for the communities.
- Four topographic designs were done and water source deeds for these systems have been granted.
- Four topographic designs were completed and water source deeds for these systems have been granted.

### **CRS**

CRS established activities to do within five objectives: (1) operational start-up, (2) initiate water system design and construction, (3) define distribution of a water container component, (4) initiate improved sanitation activities, and (5) initiate improved hygiene practices component. Their accomplishments were:

- Submitted CY2000 work plan to USAID.
- New staff members incorporated into CRS and into two counterpart organizations.<sup>2</sup>
- Communities that will benefit from the project interventions have been prioritized.
- Formal agreements signed with three local counterparts.
- Work plans developed with counterpart organizations.
- Appropriate type of latrine to construct has been determined in 40% of selected communities.
- Three water systems and 2 community wells were completed (these were begun with Mitch rehabilitation funding from OFDA and were finished with Mitch resources)

### **CDC**

- During a one-day workshop, MERTU/G-CDC role as external advisor for CRS and CARE in monitoring and evaluation aspects was clarified. Monitoring parameters, process and outcome indicators and evaluation methodologies were defined.
- MERTU/G-CDC has been assigned resources to provide technical assistance and training to CARE and CRS to strengthen their abilities to monitor and evaluate post

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<sup>2</sup> CRS will implement project activities through local counterpart organizations: Social Pastorate of the Ixcán, Social Pastorate of the Verapaz, Caritas of Zacapa and FUNDAECO.

Mitch water and sanitation interventions.

**IR 3.3 Capacity to prevent and control infectious diseases enhanced**

- The dengue activity has not been initiated, pending an opportunity to meet early in CY 2000 with new Ministry of Health authorities.