

FINAL REPORT

A WOMEN IN DEVELOPMENT PORTFOLIO REVIEW:
THE IDENTIFICATION OF MEANS TO FURTHER
PROMOTE THE INTEGRATION OF GENDER
CONSIDERATIONS INTO USAID/GUATEMALA'S
PROGRAM
VOLUME I - MAIN REPORT

By:

Dr. Amalia Alberti
Mr. Gordon Bremer
Mrs. Aimee Martin
Mrs. Susanna Mudge
Dr. Charles Smith

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ACRONYMS

AGEM	Asociacion Guatemalteca de Empresarias (Mujeres)
AGES	Asociacion Guatemalteca de Educacion Sexual
AGG	Asociacion de Gerentes de Guatemala
AID	Agency for International Development
AIFLD	American Institute for Free Labor Development
AITEC	Accion Internacional Tecnica
ANACAFE	Asociacion Nacional del Cafe
APROFAM	Asociacion Pro-Bienestar de la Familia de Guatemala
ASINDES	Asociacion de Identidades de Desarrollo y Servicios No Gubernamentales
BANDESA	Banco Nacional de Desarrollo Agricola (National Agricultural Development Bank)
CAEM	Camara Empresarial (Entrepreneurial Chamber)
CARE	Cooperativa Americana de Remesas al Exterior
CDSS	Country Development Strategy Statement
CEDE	Centro de Desarrollo Empresarial (Enterprise Development Center AGG)
CENACOAC	Proyecto de Fortalecimiento Cooperativo (AID) Cooperative Strengthening Project
CONAP	Consejo Nacional del Area Protegida
DIGEBOS	Direccion General de Bosques y Vida Silvestre
DIGESA	Direccion General de Servicios Agricolas
DIGESEPE	Direccion General de Servicios Pecuarios
FUNDACION DEL CENTAVO	Penny Foundation
FENACOAC	Federacion Nacional de Cooperativas de Ahorros y Prestamos (National Federation of Savings and Loan Cooperatives)
GEXPRONT	Gremial de Exportadores de Productos No Tradicionales (Non-Traditional Products Exports Guild)
GOG	Government of Guatemala
ICTA	Instituto de Ciencia y Tecnologia Agricolas
IESC	International Executive Service Corps
INDECA	Instituto Nacional de Comercializacion Agricola
I PROFASA	Importadores de Productos Farmaceuticos, S.A.
MOH	Ministry of Health
PAMI	Programa de Apoyo de Salud Materno Infantil
PACD	Project Assistance Completion Date
PACT	Private Agencies Collaborating Together
PFC	Proyecto Fortalecimiento Cooperativo AID/CENACOAC
PDA	Proyecto de Desarrollo Agricola
PID	Project Identification Document
PIO/T	Project Implementation Order-Technical Assistance
PP	Project Paper
PPC/WID	Bureau for Program and Policy Coordination/Office of Women in Development

PVO	Private Voluntary Organization
ROCAP	Regional Office for Central American Program
SAR	Semi-Annual Report
SOW	Scope of Work
UPF-MOH	Unidad de Planificacion Familiar (Family Planning Unit)

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VOLUME I

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EXECUTIVE SUMMARY

USAID/Guatemala has recently initiated a series of activities to address gender differences in participation in its projects, specifically to enhance women's contribution to development efforts and to improve project impacts on women as well as men. In August 1990, the Mission requested a team from GENESYS to conduct a mission-wide Women in Development Portfolio Review. This report is the culmination of that effort. The objective of the portfolio review was to assess the Mission success in integrating women into the development process through its current projects and programs. The review indicates that the Mission is cognizant of the importance of incorporating gender concerns into its project and programs, and has the means to do so.

The team's methodology for the review incorporated the use of project documents as well as interviews and discussions with project managers, counterparts in implementing agencies and contractors. A round-table was held with selected Guatemalan businesswomen, for the purpose of exchanging ideas and further targeting the proposed interventions. Although all current projects were reviewed, emphasis was given to key projects identified by the Program office. From these reviews the team recommended specific WID actions which then formed the basis for the specific project recommendations. As much as possible, the recommendations presented were developed within the context of their priority and feasibility for acceptance and implementation.

The project-specific recommendations fall into six main categories of action: monitoring and evaluation, component modification, explicitly incorporating women (and in one case, men) within the project's target population, research, training, and public information. A large number of the recommendations (40%) fall into the monitoring and evaluation action category, largely because many projects are not taking this simple first step. It is recommended that gender-disaggregated totals of participants and, to the extent possible, beneficiaries be reported to document the positive impact most mission projects are already having on women. Another large segment of the recommendations, 20%, fell into the category of component modification, indicating the need to modify or adapt a project or project component to improve the integration of gender considerations.

The third most important area was explicitly incorporating women within the project's target population, 14%. In most cases, this means women (and in one case, men) need to be specifically targeted to ensure their inclusion in the beneficiary and participant population. The remaining recommendations fell into research (11%), training (10%) and public information (5%).

Most of the Mission's objectives address areas in which women are key participants. However, women are still under-represented in some areas, and gender differences in the quality of participation and project impacts have generally not been considered until recently, except in the cases of social service delivery (family planning, health, education) and of micro-enterprise, informal sector development. Despite many mission initiatives in WID, the link from strategy to implementation is still weak. There appears to be limited knowledge of how to incorporate gender issues into actual development activities. Project managers, in general, do recognize the role women can play as development agents, but are less able to actually incorporate gender at the project design, implementation or evaluation stage.

In view of this situation, general recommendations which address cross-cutting issues were prepared. In addition, the review team identified issues specific to components of the Mission's current WID Strategy and Action Plan. These recommendations are the following:

A. Cross-Cutting Recommendations

1. The Mission should incorporate women, as participants, beneficiaries, contributors and implementors, into all development projects.
2. USAID Project Managers should take responsibility for insuring that respective implementing agencies collect, track and report project progress information in a sex-disaggregated format.
3. USAID/Guatemala should consider the implementation of one major baseline study in those geographic areas currently being served by the Mission's portfolio, rather than conducting them on a project-by-project basis. In view of cost and time considerations required to carry out this type of extensive qualitative and quantitative study, many projects cannot and do not carry out the necessary baseline studies. As a result, there is a lack of information on USAID/Guatemala's project's impact on people.
4. The Mission should take the opportunities existing in the AID reporting process, such as the SAR, to highlight the excellent contributions of many of their projects to the improvement of the quality of life of women in Guatemala.
5. USAID/Guatemala should organize a two day Training Workshop for Mission and implementing agency personnel, focusing on the provision of hands-on techniques to integrate gender considerations into project design and implementation.
6. It is crucial for USAID to ensure that women participate in all training events, be they long-term, short-term, technology transfer, etc. Greater coordination with other organizations in this area is urged.
7. The Mission should give serious consideration to requesting technical assistance to design the specific action recommendations/concept papers included in Section V.
8. Finally, a woman's role in society differs depending on her social, economic and cultural position. It is, therefore, critical for the Mission to understand and consider the varied roles and conditions of women when designing projects.

B. Recommendations Regarding USAID/Guatemala's Current WID Strategy and Action Plan

The Mission's current WID Strategy and Action Plan have been in effect for approximately one year. It is clear that progress has been made in achieving several of the tasks outlined in the Action Plan, but implementation is still weak, partially because the WID Officer's position is only quarter time, at best, and the WID Officer must often attend matters given higher priority by the

Mission. Further, the Mission Order indicates that the primary responsibility for ensuring gender is integrated into projects rests with the project managers. This is an excellent goal but unrealistic in the short-term, particularly when the project managers have not been provided either the instructions or the tools to effectively incorporate gender. The following recommendations are therefore made.

1. The time commitment of the WID Officer should be increased to a half-time (50%) position, at a minimum, and every effort should be made to ensure that this time is devoted to the function. The WID Officer should be responsible for ensuring the implementation of the tasks as mandated in Mission Order No. 17-2 of January 25, 1989.
2. Relatedly, it is recommended that a staff member in the Project Development and Support Office be entrusted with the responsibility to ensure that all project design teams incorporate gender-sensitive and/or experienced experts. In addition, this person would review all PIDs, PPs, contractor SOWs, RFPs, and related project design documentation to ensure that gender is integrated within all components of the project, not just in the social soundness analysis and/or a separate WID section.
3. In expanding the time of the WID Officer, some of the WID Committee functions should be transferred to the WID Officer. The WID Committee should be used as a technical back-stopping/support group to the WID Officer, providing her/him the attention and technical expertise to ensure that gender concerns are addressed in every field, and cross-sectorally.
4. Assess the need and conduct the necessary training for the Mission's WID Officer and WID Committee Members.
5. The Mission's current WID Strategy and Action Plan are realistic and well formulated. Both the WID Officer and WID Committee should be congratulated on their efforts to date and, at the same time, be encouraged to continue working towards the implementation of the Strategy within the Mission's portfolio.

At the request of the Program Office, action-oriented concept ideas were developed for specific projects which can serve as the focus for on-going activities. These concept ideas address priority issues uncovered during the review, and can easily be incorporated within the context of the Mission's current portfolio. These concept ideas include the training of extension and field personnel, a small livestock improvement program, a strategy to target men and couples in family planning, a coordinator of educational research for WID, improving women's access to the benefits of democracy, enhancing women's participation in infrastructure development, an export development program, and a woman's village bank.

The overall impression resulting from the portfolio review is that the mission is committed in principle to incorporating gender concerns into its programs. Success in practice is variable: some sectors have more consistently taken gender into consideration, resulting in well-designed projects which have had a positive impact. Varying degrees of implementation of WID issues "on the ground" may reflect lack of understanding as much as lack of mission priority. To achieve

success in reaching all Guatemalans depends largely on the knowledge and willingness of individual project officers. The Mission needs to give real priority to the recommendations presented in this and other WID reports it has commissioned. Otherwise, it will have missed a wonderful variety of opportunities to ensure that their projects are successful and achieve their full potential.

I. INTRODUCTION

USAID/Guatemala has initiated a series of activities to address gender differences in participation in its projects and, in particular, to enhance women's contribution to development efforts and improve project impacts for women as well as men. The Portfolio Review presented in this report is one of these activities, and was completed at the request of USAID/Guatemala to improve the participation of women in project activities in ways that are consistent with the Mission's development goals and objectives.

The Mission has three broad goals: promote economic stabilization and sustained economic growth; broaden participation in the generation and benefits of said growth; and strengthen democratic institutions and processes.

Although women in Guatemala are actively involved in the sectors supported by USAID/Guatemala's programs, they do face specific constraints to participation which require targeted efforts to overcome, specifically for women who are poor. The Mission's goal of wider sharing of the benefits of growth implies that projects should target groups that might otherwise be neglected, including women.

USAID/Guatemala's Program Objectives, as stated in the FY 1991-1992 Action Plan, are oriented towards areas where women's contributions are vital, even though their contributions are somewhat different from those of men. The Mission's objectives, followed by a brief statement from a WID perspective, are:

- a. *Maintain appropriate growth of aggregate demand and increase savings.* Although of less direct benefit to women, women tend to be disproportionately represented among the poor, so economic adjustment programs should take into consideration women's special needs and constraints.
- b. *Increase Agricultural Production.* Women are involved in agriculture production, although they may respond differently to incentives to increase production. These differences are critical in regard to project design and ultimate success.
- c. *Manage and Preserve Natural Resources.* Women are involved and can become major promoters of environmental protection.
- d. *Expand and Diversify Productive Economic Opportunities.* Women can increase their output and efficiency, allowing them to achieve their true comparative advantage.
- e. *Increase Access to Voluntary Family Planning Services.* More attention to the role men play in this area is needed. Men need to be entirely incorporated into project activities.

- f. *Reduce Infant and Maternal Mortality/Morbidity.* This objective obviously correlates with women's role and ability to carry-out alternative activities.
- g. *Improve Education Opportunities.* This is an objective of critical importance to women since access to formal education has proved to be the main route to women's greater participation in a country's development, and is highly correlated with lower fertility rates, better health and nutrition, lower infant mortality, etc.
- h. *Strengthen Democratic Institutions.* With the strengthening of democratic institutions women's opportunities to more actively participate in the benefits of democracy and to increase their voice in their country's direction are reinforced as well.

Even though all of these objectives address areas in which women are key participants, women are still under-represented in some areas, and gender differences in the quality of participation and project impacts have generally not been considered. The following portfolio review attempts to address these constraints while at the same time indicating how best to proceed from here.

All of the Mission's current and on-going projects were reviewed, although emphasis was given to the key projects as requested by the Program Office. WID activities and actionable issues were identified and project-specific recommendations were developed after careful examination of project documents, and discussions with project managers, counterparts in implementing agencies, and contractors. The project specific recommendations are presented in Volume II to this report. A round table discussion with selected Guatemalan business women was also held, for the purpose of exchanging ideas and further targeting the proposed interventions.

The respective Sector and Project Support Offices were given the opportunity to respond and make suggestions about the draft recommendations prepared on each project, and any feedback received has been incorporated into this final draft. As much as possible, the recommendations presented were developed within the context of their priority and feasibility for acceptance and implementation. Further, they are organized in a format which parallels the format for the semi-annual review document (SAR). The team hopes that this will facilitate the work of project officers as they incorporate gender in the current and subsequent SARs, as well as into their respective projects.

Following the preparation of the individual project recommendations, the review team identified patterns which are present across projects, and in some cases, across sector offices in the Mission. These patterns are the basis for the general recommendations made in Section III of Volume I. Recommendations specific to the Mission's current WID Strategy and Action Plan are also included in this Section.

At the request of the Program Office, action-oriented concept ideas were developed for specific projects which can serve as the focus for on-going activities. These concept ideas are ones which address priority issues uncovered during the review, and which can easily be incorporated within the context of the Mission's current portfolio. These concept ideas, presented in Section IV of Volume I, can either be incorporated as presented into on-going project activities or, in

several instances, serve as the scope of work for a design team to further refine prior to implementation.

Finally, Section V of Volume I contains a summary and conclusions of the team's review of the Mission's portfolio.

This report, in draft form, was presented to the Mission's WID Committee and their comments, corrections and modifications incorporated accordingly. The team would like to take this opportunity to express its appreciation for the cooperation, time and receptiveness of the USAID/Guatemala staff.

II. BACKGROUND

A. General Situation of Guatemala

Guatemala is one of Latin America's newest democracies, having returned to civilian rule in 1986 after a long history of coups and military governments. It is currently preparing for its second round of elections. Although still criticized for human rights abuses, the current government has made substantial progress compared to previous administrations.

The nation occupies approximately 41,000 square miles of Central America, much of which is rugged mountain terrain. The population is estimated to be 8.9 million, with an annual growth rate of 2.9% in 1987. Estimates vary, but about 60% of the population is rural. The urban population is heavily concentrated in the capital, Guatemala City.

Guatemalans are divided along ethnic boundaries, between Spanish-speaking ladinos and the Mayan Indians. Indigenous groups speak 22 to 23 mutually unintelligible languages, and many more dialects, although the majority are concentrated in the four major linguistic groups. The per capita GDP in 1984 was \$1160; it has since dropped to \$950 in 1989. Although low, it disguises the depth of poverty because of the extreme disequilibrium in the distribution of wealth. A recent CARE study noted that the poorest half of the population received only 16% of the national income in 1984, and this had declined by 8% over the previous decade. In 1984, two thirds of the total population was estimated to receive insufficient income to meet their basic needs. Recent inflation and devaluations have further exacerbated the situation. Although statistics differ, UNICEF figures for 1989 indicate that 36.4% of Guatemalans live in extreme poverty, while another 33.2% do not have sufficient income to cover the basic necessities. The burden of poverty falls hardest on the indigenous groups; although Mayans constitute 45% of the population, they are virtually excluded from the mainstream economy and politics of the country.

The poverty affecting most Guatemalans is reflected in education, health and economic statistics. An estimated 54% of adults are literate, and the education system covers only 62% of the school-age population. Infant mortality is estimated to be between 59 and 80 per 1000 live births, most of which could be prevented with adequate health care. Over half of the population suffer from some degree of malnutrition. Unemployment and underemployment was 12.2% in urban areas and 42.2% in rural areas as of 1984.

These problems are compounded by the low level of Government of Guatemala spending in areas such as health and education. The budget of the government is only 12% of GNP, the lowest in Central America. Government health expenditures are less than 1% of GNP or \$15 per capita in 1984. Education expenses are only 1.5% of the GDP.¹

¹ The above information is from Bossert and Peralta, CARE 1987, Audit Report #520-90-05, and USAID's current CDSS, Action Plan and Congressional Presentation.

B. Women in Guatemala

Many of the factors that affect women in Guatemala are class and ethnicity based rather than gender-related issues. There are gender barriers specific to women, however, and women suffer disproportionately from such factors as lack of education and inability to speak Spanish. In addition, their reproductive role poses a substantial health risk.

According to various estimates, women make up between 49.5 to 52 percent of the population. Guatemala's population is very young, with fully half under the age of 15. One of the major factors affecting women is their reproductive and child-care role. Women, especially Mayan women, tend to marry at a very young age. It is estimated that Guatemalan women have an average of 5.6 live births in their lifetime, a figure that far exceeds the 3.6 average of Latin America as a whole. The figure is higher for rural areas (an average of 6.5) and for indigenous women (6.8) (U.S. Population Council, cited in Audit). As of 1983, less than half of these births were attended by a doctor or a trained midwife. Abortions and poor peri-natal care result in a high level of maternal mortality, ranging from 10 to 17 per 1000 live births. (Bossert and Peraltá).

In addition to their heavy domestic burden, women are hampered by a cultural role that stresses subservience to men. While ladino society is hardly liberated, the perception among modern-sector Guatemalans is that the situation is much worse for Mayan women. One woman, a professional working in the highlands, declared that they were "worse than marginalized, they were invisible."² Anthropological studies do not support this completely. Although it is difficult to generalize, it appears that Mayan women have considerable influence within their own spheres, although this may not be apparent during their interaction with ladino culture. There are differences between indigenous groups and with ladino groups as well (the literature suggests that economic resources available to women influence this greatly).

Women receive less education than men, and although enrollment figures are rising, dropout rates remain high. In rural areas it is a common pattern for girls to be sent to school only through the second or third grade. UNICEF figures for 1986 show that 63% of men but only 47% of women are literate, although the figures are much lower in rural areas (CINDEG). Women are also less likely to speak Spanish, and thus be barred from participation in a number of activities. Female enrollment in primary school is about 10 per cent less than expected based on population figures, and in rural areas show a strong decline from first to sixth grade, where less than 40% of the students are female (BEST project paper). The situation is worse at higher levels. Only a third of those entering universities are women (CINDEG).

Government statistics for 1986-7 note that 24.5% of the female population is economically active (Rein, pg. 4). These figures do not include women active in agriculture, handicrafts, small commerce and other aspects of the informal sector. Women are especially active in micro-enterprises (Berger and Paolisso) but some experts suggest that the largest increases in female employment in recent years are in domestic employment and in assembly operations. Government statistics for 1988 show that 24% of private wage and salary jobs for women were in manufacturing. Women's participation in the labor force is growing. The Inter-American Development Bank

² Lic. Yolanda Perez, personal communication, August 27, 1990.

projects annual growth rates in the female labor force of 5.24 during the decade 1990-2000 (cited in Berger and Paolisso).

On paper, women's legal position appears good. Article Four of the 1985 Constitution recognizes equality of men and women. There are enough discriminatory laws, however, to lead Guatemalan women's groups to propose 57 pages of changes. The National Women's Office (ONAM) has specifically targeted four categories: labor laws which regulate women's work in the same category as minors; the civil code, which allows husbands to oppose women's work outside of the home (and, incidently, states that they may work "as long as the household and children do not suffer"); the penal code, which applies adultery laws only to women; and special provisions which limit a male spouse's access to family social security benefits derived from his wife's work. In addition, many women lack knowledge of their rights or access to the system (Rein).

Guatemala has had universal suffrage since 1965, and illiteracy is no longer a block to voting. ONAM estimates that 41% of those who voted are women, although registration figures for the last election (which was in more rural areas) ranged around 35%. There are only 7 women members of Congress, out of 100, and no municipal (county) mayors.

The Guatemalan Government has created a National Women's Office. It is under-funded and, reportedly, not very effective. However, women's issues command enough attention to attract the Presidential candidates to a forum to present their proposals for the incorporation of women in the democratic process.

C. The Importance of Gender in AID's Work

In 1973, the Percy Amendment to the Foreign Assistance Act mandated AID to integrate women into the national economies of developing countries, both to improve women's status and to assist the total development effort. The 1982 Women in Development AID Policy Paper built on this mandate by stressing that gender-roles constitute a key variable in the socio-economic condition of any country--one that can be decisive in the success or failure of development activities. As a result, WID concerns now are addressed mainly as an economic issue that can increase the success of many AID Projects.

Many constraints which confront women and their subsequent participation in national development differ in degree and kind from those confronting men. Research conducted over the past decade has portrayed a fairly consistent pattern of findings which indicate that in most developing countries, women differ from men in their:

- * access to and control over productive resources (i.e., ability to own land, obtain credit, receive training and information, and obtain new technologies);
- * stakes in development outcomes; and
- * responses to incentives introduced to encourage development.

AID's Office of Women in Development, in the Bureau for Program and Policy Coordination (PPC/WID), serves as the Agency's focal point for disseminating relevant information,

providing technical advice on specific women in development issues, granting supplementary funds to missions and outside groups to support women in development interventions and/or components within projects, data collection and analysis, and training in techniques to integrate gender concerns into AID projects. The primary goal of PPC/WID's strategic workplan is to optimize the use and expansion of women's productive capacity to ensure sustainable national economic and social progress. This includes:

- * providing intellectual and technical leadership;
- * increasing awareness of, information about, and skills for addressing gender issues; and
- * assistance in establishing systems and procedures to ensure gender issues are incorporated in a cross-sectoral manner in all Agency policies, programs, projects, research activities, information systems, and in multilateral and bilateral policy dialogue efforts.

PPC/WID's role in fulfilling this plan is to promote, encourage, assist in, and report on efforts that effectively integrate women as full beneficiaries of, contributors to, participants in, and implementors of, activities fostering the economic and social progress in all Agency development activities.

Congress allocated funds specifically for the promotion of women's roles in achieving the development goals of developing countries with the Foreign Assistance Act of 1989. The Act emphasizes the importance of the effective integration of women for sustainable economic and social progress. The Gender in Economic and Social Systems (GENESYS) Project was developed to help PPC/WID, Missions and Bureaus accomplish this task. PPC/WID also has other funding mechanisms to support specific activities complementing PPC/WID's strategic workplan.

D. USAID/Guatemala and Women in Development

USAID/Guatemala has had a long commitment to WID, dating back to the mid-1970's. In 1980, a major review of the status and needs of women in Guatemala was commissioned, which resulted in the Mission's first women-specific project, aimed at improving the socio-economic status of poor women in rural and urban areas, through assistance to micro-enterprises; this activity continues to date with USAID financial support provided through ASINDES. Also in January 1980, a Mission Order was prepared which established the role and responsibilities of a WID mission officer, charged with improving the Mission's performance in the planning, implementation, evaluation and monitoring of WID activities. An initial Mission WID strategy was formulated in April 1980. Many of these initial WID activities were carried out in concert with actions by the Government of Guatemala (GOG), which has, at least officially, placed emphasis on women in development issues.

Since 1986, USAID/Guatemala has been active in seeking ways to integrate women into virtually all AID projects as both beneficiaries and contributors. Towards this end, the Mission sponsored a training program in 1987 for Mission staff, GOG officials, PVOs and other entities, stressing the importance of integrating women into development programs and projects, focusing

especially on agricultural and micro/small enterprises. In late 1988, the Mission participated in a PPC/WID sponsored LAC Workshop, also on the integration of gender into program design. A new WID Strategy statement was prepared in 1988 and accepted by Mission Management in 1989. A two-year Action Plan was developed, covering the period April 1989 through March 1991. A new Mission Order on WID was issued, followed by the creation of a WID Committee which serves as an advisory and oversight body. This fully functional WID Committee is composed of representatives from all technical, project and program offices, who are assigned to participate.

In carrying out the tasks identified in the WID Action Plan, USAID/Guatemala has benefitted from assistance supported by PPC/WID under the terms of its Cooperative Agreement with the MUCIA/WID Women in Development Program in Technical Assistance. Under this cooperative agreement, a survey of Women's Organizations and Projects and Activities in Women in Development in Guatemala was conducted (October 1989-March 1990), and a report prepared on improving statistics and indicators on Women in Guatemala (June 1990). The first activity will be used to help determine an appropriate policy and institutional framework for strengthening the participation of Guatemalan women's organization in, and their contribution to, the country's economic and social development. To date, no specific actions have yet been taken. In regard to the second activity, the report is still being finalized. As soon as it is complete, the suggested indicators will be transmitted to the appropriate offices.

A third activity included in the WID Action Plan, of high priority to the Mission, was a review of the Mission's entire portfolio, identifying WID constraints and opportunities and appropriate actions to address them. A request for technical assistance from PPC/WID to carry-out this review was officially transmitted in June 1990. A team under the GENESYS project conducted this review in August/September 1990. This report is the result of that effort.

E. Objectives of the Portfolio Review

In order to assist in the Mission's efforts to implement its WID Action Plan, a five person GENESYS team conducted a gender disaggregated portfolio review of all the Mission activities, both on-going and newly initiated. The team identified WID constraints and opportunities, and recommended actions to address them, as well as how the Mission could improve their general responsiveness to gender differences among their project activities and overall effectiveness. The Mission also requested concept papers for those activities which could be easily incorporated into the priority/keystone projects, as well as demonstrate why incorporating gender considerations into project design enhances the project's overall chance for success. The overall goal of the portfolio review is to promote the institutionalization of an ability to address gender issues in all of USAID/Guatemala's activities.

III. GENERAL RECOMMENDATIONS

Volume II presents project specific recommendations to enhance the Mission's efforts to integrate gender considerations into their project activities. During the course of this review, patterns which are present across projects and, in some cases, across offices in the Mission, were also identified. These patterns form the basis for the cross-cutting recommendations presented below. In addition, the review team identified issues specific to components of the Mission's current WID Strategy and Action Plan. These recommendations are also included below.

A. Cross-Cutting Recommendations

Most of the Mission's objectives address areas in which women are key participants. However, women are still under-represented in some areas, and gender differences in the quality of participation and project impacts have generally not been considered until recently, except in the cases of social service delivery (family planning, health, education) and of micro-enterprise, informal sector development. In those cases where a specific effort has been made to enhance the participation and impact of the project for both women and men, gender issues have been more adequately addressed in the project documents and in implementation. In addition, studies by CDIE show that where such analysis has been done and steps taken to ensure women's participation, the projects have been more successful in achieving their objectives.

The Mission has carried out many activities promoting the integration of women into the Mission's programs and projects. These include a realistic WID strategy and action plan, and several critical studies, including a survey of women's organizations and projects, the definition of WID indicators, and the identification of gender issues in select projects. In addition, a WID Officer has been appointed within the Program Office, and a WID Committee formed with representatives assigned from most offices, meeting on a periodic basis. The Mission should be commended on these initiatives to date.

However, the link from strategy to implementation is not well developed. Although some offices are better than others, there appears to be limited knowledge of how to incorporate gender issues into actual development activities. Project managers, in general, do recognize the role women can play as development agents, but are less able to actually incorporate gender at the project design, implementation or evaluation stage. It is also clear that gender, as of yet, has not achieved the priority consideration it deserves, and has been somewhat marginalized. Some offices have not even reached the minimum of compiling gender disaggregated data, and few have moved beyond this point. The reasons why gender should be considered in all development activities, and the tools to do this, have not been effectively or explicitly transmitted to the implementing agencies, counterpart institutions or contractors.

It is therefore the opinion of the Portfolio Review Team that the integration of women into mainstream USAID/Guatemala projects will continue to be marginalized until Mission Management explicitly directs its staff to consider it otherwise. More importantly, it is critical that concerns regarding women's participation be integrated into project design, implementation and evaluation, with specific verifiable goals established from the onset. Only then will women cease to be the

invisible force of development, without whose incorporation projects fall short of achieving their full potential.

In view of this situation, the following general recommendations are made:

1. The Mission should incorporate women, as participants, beneficiaries, contributors and implementors, into all development projects. These issues must be addressed at the project design stage, and incorporated into new project documents such as PIDs, PPs, and Implementation Plans. This incorporation requires that Scopes of Work for Project Papers integrate gender in all components of the project, not just addressing it in the social soundness analysis and/or as a separate WID section. Further, gender consideration should be incorporated in all sector strategies, project evaluations, and contractors' scope of work, and should be used as one of the evaluation criteria for assessing contractor responses to requests for proposals (RFPs).
2. USAID Project Managers should take responsibility for insuring that respective implementing agencies collect, track and report project progress information in a sex-disaggregated format. Reporting requirements should be modified where necessary to obtain sex-disaggregated data. This information, in turn, should be reported in a sex-disaggregated manner in the SAR and related progress reports.

NOTE: The team's discussions with implementing agencies indicates that many, although not all, are already collecting gender disaggregated data, but not reporting it because it had not been requested. For those that are not currently compiling the information, all said that it would be possible especially for future activities. Therefore, with minimal effort, the Mission can obtain documentation of the positive impact many of its projects are having on Guatemalan women, as well as on the population as a whole.

3. Many of the specific project recommendations, especially for the Mission's key projects, indicated the need to incorporate gender issues within the baseline surveys and studies. Several programs have more than one project requesting such action. The cost and time required to carry out this type of extensive qualitative and quantitative study is of questionable feasibility at the project level, and would result in tremendous duplication of effort, given the geographically overlapping nature of many projects. Therefore, the Mission should consider the option of conducting one major baseline study in those geographic regions covered by the Mission's portfolio, which can then be used as the basis for all projects operating in the area. The same would hold for final project evaluations, and would be similar to the exercise recently concluded by the Mission in regard to the assessment of forty years of AID assistance to Guatemala.
4. The Mission should take the opportunities existing in the AID reporting process, such as the Congressional Presentation and SAR, to highlight the excellent contributions of many of their projects to the improvement of the quality of life of women in Guatemala.
5. The Mission staff, in general, lack the necessary tools to effectively and efficiently integrate gender considerations into program and project implementation. Therefore, a training needs

analysis should be conducted for the Mission, and a training schedule developed. The Program Office has specifically requested consideration of training for the WID Officer(s) and WID Committee members.

As a minimum, the Mission should organize an intensive two day Training Workshop for USAID and implementing agency personnel, in order to provide them with hands-on techniques and methods to integrate gender considerations into USAID planning and implementation. If necessary, individual technical assistance with sector personnel can be provided following the general training program. This program should be repeated every two years.

6. Progress has been made in raising the levels of education and literacy of Guatemalan women, but they still lag behind men. Therefore, in addition to increasing access to education, it is crucial for USAID to ensure that women participate in all training events, be they long-term, short-term, technology transfer, etc. Courses can be, and have been designed, to cope with low educational levels, including illiteracy. (CATIE community level education programs are one example.) Greater coordination with other organizations, in particular CARE, the Peace Corps, ROCAP, and the Fundacion para el Desarrollo de la Mujer, could also be beneficial in view of their experience in WID and gender issues. It is through education and knowledge that women will develop the skills and confidence to contribute, to their full potential, to the development of Guatemala.
7. The Mission should give serious consideration to requesting technical assistance to design the specific action recommendations/concept papers included in Section V.
8. Finally, a woman's role in society differs depending on her social, economic and cultural position. Clearly, the poorer women who are marginalized, have the most to gain when their needs and potential contributions are taken into consideration. Women who reside in the middle and upper classes do not face the same constraints; rather, according to many, the opposite is true. Instead, they need to be encouraged to take advantage of the many opportunities available to them. It is therefore critical for the Mission to understand and consider the varied roles and conditions of women when designing projects. Lessening women's burdens by introducing time-saving mechanisms will not necessarily result in their wanting to add other, productive activities, at least not directly. Issues such as these must be considered when assessing how best to integrate women into projects. Although it is not necessarily an easy task, abundant evidence indicates that when women's roles and needs are addressed in a project, the project is that much more successful.

B. Recommendations Regarding USAID/Guatemala's Current WID Strategy and Action Plan

The Mission's current WID Strategy and Action Plan have been in effect for approximately one year. It is clear that progress has been made in achieving several of the tasks outlined in the Action Plan and, as a minimum, the recent CDSS contained a section on women in development. However, as already mentioned above, the link from strategy to implementation is weak. Part of this weakness can be attributed to the fact that the current WID Officer can only devote a quarter of her time, if that, to overseeing the implementation of the Strategy and Action Plan. Further, the mission order indicates that the primary responsibility for ensuring gender is integrated into

projects rests with the project managers. It is the team's opinion that, although this is a viable long-term goal, it is unrealistic to expect it to be achieved in the short-term, particularly when the project managers have not been provided either the instructions or the tools to effectively incorporate gender.

In view of this situation, the following recommendations are made.

1. The time commitment of the WID Officer should be increased to a half-time position, at a minimum, and every effort should be made to ensure that 50% of his/her time is devoted to the function. The WID Officer should be responsible for the implementation of the tasks as mandated in Mission Order No. 17-2 of January 25, 1989. Although ideally all mission staff should be conversant in the tasks to be performed, someone must be responsible for overseeing their compliance and, if necessary, ensuring the preparation of the necessary documentation. Therefore, the WID Officer should be responsible for:
 - Signing-off on all project documents (PIDS, PP, SOWs for contractors, etc.) to ensure that appropriate gender issues have been taken into consideration.
 - Maintaining a roster of gender specialists in technical areas which can be called upon to prepare gender issues for incorporation into project documents.
 - Initiating evaluations/assessments of how on-going projects are integrating or affecting women.
 - Overseeing the preparation of gender issue segments in programs and/or sectoral assessments, the CDSS, sectoral strategies, the Action Plan, and evaluations.
 - Implementing/updating the WID Strategy and Action Plan in coordination with the WID Committee.
 - Monitoring mission progress in incorporating women in programs and projects, and reporting such information on the SARs with the WID Committee.
 - Assisting, as necessary, in ensuring gender disaggregated information is compiled on project activities.
 - Carrying out all other tasks as indicated in Mission Order No. 17.2 regarding WID Officer's functions.
2. Relatedly, it is recommended that a staff member in the Project Development and Support Office be entrusted with the responsibility to ensure that all project design teams incorporate gender-sensitive/experienced experts. In addition, this person would review all PIDs, PPs and related project design documentation to ensure that gender was integrated within all components of the project, not just in the social soundness analysis and/or a separate WID section. This staff member would work with the WID Officer on other matters as required. It is important that both individuals receive instruction in how to incorporate gender considerations into project design.

Regarding 1 and 2, it is the Portfolio Review Team's opinion that the Portfolio of the Mission is so extensive, and the possibilities for integrating women into the projects so great, that to realistically ensure the gender is incorporated into the programs as stated in the Mission WID Strategy, much greater effort will be required by the WID Officer and the PDSO technical WID person. The long-term goal of the mission would be to eventually eliminate the position of WID Officer as each sector office incorporates gender as an integral component of its activities. In the short-term, the linkage between strategy and implementation is too weak, and to correct this requires an immediate and concerted effort.

3. The WID Committee's current tasks include developing/up-dating the WID Strategy, reviewing project designs, monitoring mission progress in incorporating Women in programs and projects through existing review mechanisms, influencing evaluations and sponsoring special WID activities. In view that the recommendation is to expand the time available of the WID Officer, many of these functions will be transferred to the WID Officer. However, in recognition that the WID Officer will not have sufficient time to carry out all of his/her responsibilities, the WID Committee should still be used to assist the WID Officer in carrying out his/her duties as required, while also serving as a technical back-stopping/support group to the WID Officer, providing her/him the attention and technical expertise to ensure that gender concerns are addressed in every field, and cross-sectorally.

Ideally, each Project Officer should assume the responsibility for gender in their projects. However, it is not realistic to assume that this can be done in the short-term, rather that is also part of the long-term goal of institutionalization.

4. The Program Office specifically requested training for the WID Officer and WID Committee members. As a minimum, the WID Officer and Committee members should be directly involved in the training workshop recommended above in number 5 under cross-cutting recommendations. Depending on the outcome of the gender training needs assessment, additional training for the WID Officer should also be sought.
5. The Mission's current WID Strategy and Action Plan are realistic and well formulated. Both the WID Officer and WID Committee should be congratulated on their efforts to date and, at the same time, be encouraged to continue working towards their implementation within the Mission's portfolio.

IV. SUGGESTED GENDER INTERVENTIONS

At the request of the Program Office, specific gender interventions were developed as concept ideas for possible incorporation into on-going or new projects. Eight concepts were developed for consideration. They are presented in the following order:

1. Training of Extension and Field Personnel to Promote the Participation of Women in Project Activities.
2. Small Livestock Improvement Program
3. Strategy to Target Men and Couples in Family Planning Activities
4. Coordinator of Educational Research for WID
5. Strategy for Improving Women's Access to the Benefits of Democracy
6. Enhancing Women's Participation in Infrastructure Development Projects
7. Export Development Program
8. Women's Village Bank Project

Concept No. 1

TRAINING OF EXTENSION AND FIELD PERSONNEL TO PROMOTE THE PARTICIPATION OF WOMEN IN PROJECT ACTIVITIES

A. Component Goal and Purpose:

The role of women in agricultural, livestock, and marketing activities continues unabated while their involvement in nontraditional agricultural production and agro-forestry is increasing. Nevertheless, institutional personnel continue to largely ignore these women and their contributions or relegate them to the category of home economics or domestic tasks. One of the main reasons for this may be the inability and inexperience of institutional personnel to interact with these women and make technologically sound recommendations to them while taking into account the constraints women are more likely to face.

One strategy to overcome this problem is to hire women who have technical expertise and are interested in working with women as well as men. However, given the preponderance of men in positions as extensionists and field personnel, such a strategy is likely to have limited adoption however effective it may be where implemented. As new employees are added, however, consideration should be given to the hiring of women graduates from the Pan-American Agricultural School-Zamorano and ESNACIFOR in Honduras, and from CATIE and EARTH in Costa Rica.

Another strategy is to work with those persons currently occupying the extension and field staff positions to:

1. enable them to better work with women in technical areas,
2. make recommendations that take into account the constraints women are more likely to face, and
3. grow in their awareness and appreciation of the less visible but often formidable contributions women make to the success of given projects, or, conversely, that their exclusion costs for project success.

B. Program Description:

The strategy proposed here is the latter, the vehicle suggested is a workshop, and the target audience is the extension and field personnel of the seven Ministry of Agriculture institutions or agencies (though it could conceivably also include field personnel from ANACAFE and the collaborating institutions of MAYAREMA). Content should include information on women and their involvement in different activities in different cultural regions of Guatemala. Persons from Peace Corps and CARE, and a number of PVOs should be valuable resource persons with first hand experiences to share.

Participants should work in small groups with a major output of the workshop the outline for a number of technical information modules targeted to persons involved in various project-related activities on an intermittent or peripheral or indirect level.

Suggestions for follow-up activities such as small livestock projects and greenhouses with affiliations to village banks should be prepared for discussion.

C. Possible Participating Projects:

This component activity can be easily integrated within the Highlands Agricultural Development Project (520-0274).

Concept No. 2

SMALL LIVESTOCK IMPROVEMENT PROGRAM

A. Component Goal and Purpose:

Women tend to be responsible for the production and care of small livestock, used both for home consumption and commercial sale. Under the Highland Agricultural Development Project there is a small livestock component that is currently being designed. DIGESEPE is the counterpart institution which will be working with the design and implementation.

B. Project Description:

Assistance in the improvement of small livestock activities currently being carried out by women in the HADs project area will be provided. Emphasis will be placed on ensuring the availability, quality and mixture of the feed and food stuff, assuring they are appropriate and technological issues are carefully contemplated. Economies of scale will be sought. One recommendation is to consider contract growing, where a combination of families would get together and work with 20 chickens or pigs, versus each individual family working with one or two animals. Group involvement in the fattening, finishing and farrowing of pigs, for example, should be encouraged, or in the breeding and improved performance of chickens (layers). In the highland "mini-riego" areas, the possibility of developing sheep operations, both for wool and meat purposes, could be pursued.

It is important to pursue a systems approach in the project design and implementation, with emphasis on the economic viability and technological feasibility of the intervention. This does not mean conducting a pure economic and technological feasibility study, rather one must first assure that the economic risks would be minimized, that money invested will not be lost, and that the activity will contribute to the overall economic improvement of the community, as well as their quality of life. Therefore, packages of practices which are the most appropriate will be designed, ones which are both economically and technologically feasible.

The target market for the commercial sale of the livestock would be the local and regional markets. The goal is to promote cash sales, i.e., a commercial operation, for the local community market, and eventually to the regional market. An indirect benefit would be increased food for the individual households, but this is not the specific goal of the intervention.

C. Possible Participating Projects:

This component activity is already incorporated within the Highlands Agricultural Development Project (520-0274). The only action required is a slight modification in component direction and outputs.

Concept No. 3

STRATEGY TO TARGET MEN AND COUPLES
IN FAMILY PLANNING ACTIVITIES

A. Component Goal and Purpose:

The component's goal is improve the health of women and children by increasing the spacing between pregnancies and encouraging childbearing within the safest reproductive period, i.e., women aged 18 to 35. The component's purpose is to educate men and couples that this is an effective way to improve maternal and child health and to provide them with the means to accomplish it. The component would be an integral part of the new Improved Family Health Project, in both the social marketing and the delivery of family planning services. However, the proposed initial studies and pilot projects should be integrated into the extension of the current Expansion of Family Planning Project.

B. Rationale:

One of the strengths of the Expansion of Family Planning Project (520-0288) is its flexibility and openness to a variety of approaches. Some of those approaches have targeted men, for example: some of AGES's work with young people, APROFAM's male promoters, and IPROFASA's advertising. In addition, the MOH Family Planning Unit is planning a Knowledge, Attitudes and Practices Survey (KAPS) for men. AGFS's educational materials include units supporting communication within couples. To date, these activities have not been pulled together and provided the impetus and support they deserve. Such support is warranted by the strong role men have in decision-making and by the barriers to acceptance resulting from lack of communication between spouses on the subject. An emphasis on protecting the health of women and children, rather than limiting the number of children per se, will make the component more culturally and politically acceptable.

C. Component Description:

The component would have two aspects, social marketing and provision of services, but would also be divided according to the target populations: urban, rural ladino, and rural Mayan. Target populations and strategies to reach them can be refined as guided by research and empirical studies. The approach should be flexible. Different strategies would be evaluated at 6-12 month intervals and modified, expanded, or dropped as indicated. A strong evaluation capability is an integral part of the component. Another prerequisite is that at least basic maternal-child health care be provided as part of the "package," since the basic message is family health.

Social Marketing - The message to be promoted is that strong, virile men take responsibility for ensuring that their wives and children are healthy and protected. A "real man" does not feel afraid to talk to his wife about sex and family planning or feel threatened by having both members of the couple come to a mutual decision on pregnancies. While there is a certain sexist element to the idea that men "protect" their women, it is certainly already part of the culture, and such a

message is greatly superior to the current assessment of virility by the number of children fathered (note, that assessment does not seem to consider whether the man **supports** those children). The way to ensure that women have safe and successful pregnancies and that the children are healthy is to begin after the mother is at least 20, space the children at least three years apart, and end when the couple desires no more children, but at least before the woman is 35 (These goals are slightly different from current "reproductive risk" guidelines, which recommend two years between pregnancies and a minimum age of 18. Increasing spacing to three years will keep it within socially-acceptable parameters, yet provide more recuperation for the mother and longer breast-feeding for the infant. ONAM recommends age 20 as a minimum for the first pregnancy. Research will have to determine whether this goal is unrealistic, given the current tendency for girls to marry at a very early age.

In urban areas social marketing could be designed along lines proven successful for commercial products and for IPROFASA's line of contraceptives. For example, the chief of OHRD suggested television advertisements paralleling those currently airing for a cigarette, which show a brawny man improving the community by building a dock and repairing a church. This same community benefactor could be shown, sans cigarette, being greeted by his healthy well-spaced family of three children and radiant wife.

Social marketing in rural ladino and Mayan areas might require additional research to identify the most effective media and messages. IPROFASA is already conducting research on extension into Mayan areas, and APROFAM is studying Mayan sexual practices. AGES has also experimented with different ways of presenting Family Life education in two towns. In addition to the results of these and possible new studies, workers in this area have noted a number of factors to be considered. For example, couples find it difficult to even discuss sex or family planning; privacy within the community and within the household may be lacking; and certain Mayan sexual attitudes rule out some products, such as vaginal suppositories.

Family Planning and Health Services - The concentration on men and couples would dictate more use of male-to-male family planning and health promoters and the use of paired educators/promoters. For example, APROFAM now approaches men one-on-one with male promoters; and AGES uses pairs for its educational campaign in 13 highland communities. The social campaign stresses maternal and child health, so these kinds of interventions (pre- and post-natal care, immunizations, ORT) must be integrated with the family planning component.

Research and Evaluations - The project's ability to try out new approaches is not matched by its ability to quickly evaluate their effectiveness. Because the area is culturally and politically sensitive, and because program gains still lag behind growth in the fertile population, the component should build in frequent rapid appraisals as well as formal evaluations. Effective strategies could be identified and expanded, ineffective ones dropped, and disasters averted if evaluation is timely. Mini-evaluations should be scheduled to be conducted by anthropologically trained couples who speak the appropriate language.

Concept No. 4

COORDINATOR OF EDUCATIONAL RESEARCH FOR WID

A. Component Goal and Purpose:

One of the more outstanding features of the Office of Human Resource Development portfolio is the extensive incorporation of research activities and pilot projects into the different projects and their components. Moreover, the purpose of a number of these research activities is to address questions of specific relevance to women and girls, such as the study entitled: "Etnografía para Examinar la Alta Tasa de Desercion Escolar entre las Ninas" (Ethnographic Study to Examine the High Rate of School Desertion Among Girls)³ or the CINDEG study entitled: "El Impacto de la Educacion de las Ninas en el Desarrollo Socioeconomico de Guatemala (The Impact of Girl's Education on the Socio-economic Development of Guatemala.)

The innovative project activities under BEST focus on settings with more limited access to educational resources such as the Escuela Nueva model of teaching for one room schoolhouses and the interactive radio program for instruction in mathematics and Spanish as a second language.⁴ Although these projects do not specifically aim to measure the impact on either girls or boys, the project reviews of the portfolio for gender issues recommend that the monitoring systems of each of these activities incorporate the variables (usually simply the sex of each student) that would permit a sex-disaggregated analysis of that impact.

Another series of pilot studies addresses the issue of bilingual education in the Highlands. Previous studies have determined that monolingual Spanish instruction in schools in indigenous areas discourages rather than fosters school attendance. Additional research indicates that girls are more likely to enroll in school and improve their achievement when the teacher is bilingual rather than a monolingual Spanish speaker. Current activities under the Bilingual Education component of BEST aim to expand the PRONEBI (Programa Nacional de Educacion Bilingue) model to other schools and four more language groups as well as the four already covered. In addition, existing bilingual materials are to be revised. Each of these activities includes field testing.

Lastly a number of mini-studies are contemplated under different project components and sub-components. These include the use of flexible calendars that would take into account seasonal migration and labor demands that influence school attendance especially for girls. Regional variations in curriculum content are also under consideration.

³ This study appears under the applied education research sub-component of the Administration component of BEST.

⁴ These activities appear under the Alternative Methodologies of BEST.

B. Program Description:

As described above, over the next few years a wealth of information should be increasingly available to guide policy decisions as to how to best improve the efficiency and effectiveness of the Guatemalan primary school education system. Indications of how to best improve its efficiency and education for girls will be included in that information as well. The problem is that most of the studies will be carried out within different components under the umbrella of BEST with no single individual explicitly responsible to monitor and eventually analyze, synthesize, and interrelate the various findings. This would be a challenging task in any context, but is particularly so here because of the multiplicity of variables involved: the distinct interventions, in settings that vary by urban versus rural; monolingual versus multilingual; highlands versus lowlands; and the impact of all the possible combinations on girls and boys separately.

To optimize use of these studies in their interpretation, application, and extrapolation to areas that vary on one or more significant variables it is recommended that a research specialist be contracted approximately twice a year for two to three week intervals (though the initial contracting might be as long as four weeks to identify and sort out the various studies and more critical relevant variables). The contractor's task would be to periodically summarize the progress of the studies and analyze and synthesize the implications of the findings available on the differential impact on boys and girls of the various interventions under study. Qualified recommendations would then be made based on the information available to that point in time.

C. Possible Participating Projects:

This activity can be effectively integrated within the current BEST Project (520-0374).

Concept No. 5

**STRATEGY FOR IMPROVING WOMEN'S ACCESS
TO THE BENEFITS OF DEMOCRACY**

A. Component Goal and Purpose

The component goal is to ensure equal access of all Guatemalans to participation in national life and the benefits of Democracy. The purpose is to coordinate and direct women's rights activities within the Democratic Initiatives Sector.

B. Component Description

A WID Specialist should be hired, to be paid half from the new Democratic Institutions project and half from the extended Administration of Justice Project. The individual will work closely with the Office of the Human Rights Ombudsman (especially with the newly appointed ombudsman for women's rights), the Supreme Electoral Tribunal, Congress and the Judicial Branch. In addition, funds for WID interventions (such as education and voting campaigns) will be administered jointly with the project managers. Given funding constraints, the position might be half-time, with the possibility that the half-time WID officer recommended by this report could also be the Democratic Initiatives WID specialist (thereby providing one full-time WID Specialist).

Position Description - The WID Specialist will work with the GOG counterparts of these two projects on implementing recommendations made in the WID reviews of these projects and on other women's issues as appropriate. Insofar as possible, the work of the different counterparts and projects will be integrated.

1. **Administration of Justice:** The Specialist will coordinate the study of constraints to women's access to the justice system. She/he will be authorized to ensure that the recommendations of that study are implemented. In addition, the Specialist will coordinate design and implementation of the educational campaigns summarized below (these campaigns are described in detail under each project).
2. **Supreme Electoral Tribunal (SET):** In 1993 the Specialist will work with the SET to monitor figures on women's registration to vote and voting participation. Two months before registration closes each department will be assessed. If registration for women is less than 45% of the total a campaign will be mounted to increase women's participation. This might include registration posts in remote areas and media campaigns.
3. **Human Rights Ombudsman:** The Specialist will work with the Ombudsman to include the U.N. Convention on the Rights of Women under the rubric of Human Rights.
4. **National Congress/Strengthening of Democracy:** The Specialist will work with the political parties and the Congress to increase women's participation in the political process as outlined in the recommendation under this project.

5. **Educational Campaigns:** There have been a number of public civic-education campaigns initiated, proposed and recommended under various AID projects. Under formal education, the campaigns include the pre-school level education offered by APROFAM and the Ombudsman in human and women's rights, the primary-level education proposed by the Ombudsman, and a recommended secondary-level extension of these campaigns. Under informal education the activities include the campaigns proposed for the Nation Commission on Justice (on civic rights), the voter education campaign of the SET, and the political participation activities recommended under the Strengthening of Democracy. Ideally, these different components should be combined into one, which would be divided into formal and non-formal sub-components. They should incorporate, in an integrated manner, women's rights to full participation in national life and full access to the benefits of democracy. Units would include such issues as women's rights to equal access to education, health, credit, and the legal system; their rights to reproductive control; rights to physical security against battery and rape; and the right to participate in the political system, not only as voters but as decision-makers and office-holders. The United Nations Convention on the Rights of Women would be integrated into these units.

Qualifications - The individual hired will have a strong background in women's issues, political science, and expertise in social marketing and education. Fluent or native Spanish is required; knowledge of Mayan languages is a significant asset.

Concept No. 6

ENHANCING WOMEN'S PARTICIPATION IN INFRASTRUCTURE DEVELOPMENT PROJECTS

A. Component Goal and Purpose:

The goal of the project component is to ensure that the development of infrastructure meets the needs of the target population. The purpose is to ensure that women have a voice in critical decisions such as the placement/development of needed infrastructure.

Women are, in reality, often the group most benefitted by infrastructure activities, and are more often than not the main promoters for the project in the community. As such, they have much to lose when they are not considered in design and selection criteria. In the majority of the cases, these decisions are made by community road, water, or electrification committees. Currently, women are not represented in these groups, with the possible exception of the CARE water committees.

B. Program Description:

Infrastructure projects such as the opening of access roads, the development of potable water systems, and rural electrification, offer many opportunities for a community to benefit, although many of these benefits are especially applicable to women. Women are perceived to indirectly benefit with the opening of road, since it will improve their access to medical and educational facilities, both for them and their families. Women are often responsible for the transport of goods to market, including, possibly to more distant markets where prices are better. In addition, decreasing the isolation of indigenous women and men will allow them the opportunity to learn Spanish, thus facilitating their commercial activities in regional markets.

In regard to water, one of the more frequently mentioned water supply benefits is the time and effort savings that women realize by not having to carry water. Electrification, in addition to time and effort savings, also provides women with the opportunity to commence productive activities, which generate income for themselves and their families. Therefore, the screening process used for selecting the communities that will participate in the infrastructure program should be sensitive both to the role of women in the communities, as well as their potential and actual contributions to the community's overall welfare.

To incorporate women's participation, therefore, the following strategy is proposed:

1. It is critical that the actual and potential roles of both men and women in regards to the project are assessed. It is also important to determine what the potential economic impact of the activity will be on both women and men. This requires the compilation of basic information regarding economic activity of each member of households surveyed, division of labor, decision-making patterns, time-use factors, other responsibilities, and potential productive outcomes if the project moves

forward. These questions should be incorporated in the survey questionnaire which is used in the selection determination. Examples of types of questions which could be used in all preliminary socio-economic surveys is provided at the end of this project concept idea.

It is recommended that a two-person interviewing team, consisting of one male and one female, be used, whereby each would talk to their respective counterpart in the household. It is important to point out that information just on men or just on women is not sufficient -- one needs both to compare and draw inferences on the special needs of men and women separately, and on their differing capacities to respond, or interest in responding, to various incentives, economic or otherwise.

In addition to asking questions about women, women should make up a proportion of the sampling population of the survey. Ideally, women should be included to the level they are represented in the target community.

It is important to point out that the above does not require detailed statistical surveys or extensive research. Rather, it is looking at basic, but gender, disaggregated data, which can clarify the role of women and identify, at least in rough terms, practical ways to improve women's opportunities.

2. Once an assessment of the roles, responsibilities and impacts of men and women is made, the delivery of services can then be appropriately targeted/directed to them.
3. In the delivery of the services, specifically to women, ways to enhance their capacity and potential should be sought, particularly to place them in a position whereby they can effectively contribute to such activities as a Water, Road or Electrification Committee. If this requires providing them with training opportunities to enhance their knowledge and/or skills, thereby putting them in a position where their skills will be required by a committee, then this should be the approach. In other words, although CARE has been successful in legislating that at least one member of the water selection committee be female, it would probably be more beneficial, in the long-term, if the women also had something specific to offer, and were sought out for this reason.

C. Possible Participating Projects

Any of the Infrastructure Projects could utilize this strategy, as could most projects with minor revisions.

D. Type of Questions to be Asked Specifically to Women

- * What tasks are they doing for which economic activity, and with which assets and remuneration?
- * How well equipped are they to carry out these tasks?

- * Why are they doing this specific activity versus some other kind of work?
- * Who has control of which assets and means of production?
- * What income is being generated from what sources? Who has control over this income?
- * How much time does a women spend in:
 - gathering water/fuelwood
 - meal preparation
 - other household duties
 - animal care and other agricultural duties
 - child care responsibilities
 - income earning activities
 - community/religious activities
- * What are the respective numeracy and literacy rates of each member of the household? To what level did they reach in school?
- * General questions regarding civil status, number of children, numeracy and literacy rate, level of education, title to land or house, etc.

These are just representative ideas regarding types of questions which should be asked. Some effort to refine these questions, test them, and modify accordingly, prior to their incorporation in basic project design and implementation is recommended. It is important to note that cultural barriers might prevent critical information from being gathered unless interviewers carefully probe women and men about the nature of their activities in further detail.

Finally, the time of day when the survey is administered is important in ensuring ample representation of both sexes is achieved. Early evenings are probably the preferred time, when families are together.

Concept No. 7

EXPORT DEVELOPMENT PROGRAM

A. Component Goal and Purpose:

The component's goal is to expand women's economic choices by seeking opportunities for and participation in export-oriented activities. The component program would develop cottage industries producing a product line which has demonstrated export market demand, and which taps into areas where women already have a demonstrated comparative advantage. The activity would be carried out in secondary cities, such as Quetzaltenango or Escuintla, and in more rural communities. Technical assistance, training, access to credit and markets, and institutional development would be components of the program's activities.

B. Program Description:

The program would promote the development of an export and market-driven product line, focusing on products that can or currently are being produced by women and men, with emphasis on the former. Conversations with several export management companies indicate that demand for items within the accessory and style hardgood product lines currently exceed supply. Items within this product line include, but are not exclusive to:

- | | |
|-------------------|--|
| Kitchen Textiles: | Woven and/or embroidered place-mats and napkins, oven cooking mitts, pot holders and appliance covers, etc. |
| Accessory Items: | Coin purses, make-up bags, embroidered leather belts, tool belts, combination fabric/leather handbags, woven knapsacks, etc. |
| Exotic Items: | Melon balls, gourmet/organic coffee, ornamental plants, herbs and spices, etc. |

The program would require an integrated approach to development. For example, an initial survey of potential participant communities would be carried out, to determine their current productive capability and interest in participating in the program. The idea is to take advantage of the skills already in place in the various communities, i.e., weaving, leather crafting, sewing, etc. Under the Rural Electrification Project, productive use component, credit for the purchase of electrical machinery (sewing machines, lights, electric looms, etc.) could be provided, as well as technical assistance in its safe use and maintenance.

Two possible approaches to market linkage would be examined. One option would be link with a US trading company, which would hire local representatives to provide the necessary technical assistance, distribution and control of materials, and collection of finished items for export to the U.S.-based trading company. An alternative would be to either establish a new intermediary company or work with an existing one, which would be responsible for coordinating the production of the items, and preparing them for and overseeing their export to the marketplace. Regardless

of the mechanism used for market linkage, the company or individual would be initially responsible for providing the raw materials, production instructions and training, quality control standards, and related. One of the first tasks would be identify key figures in the communities organized to produce the goods, who would be trained to assume these responsibilities. If the decision is to establish a local intermediary company, persons would have to be trained/hired to be responsible for distribution, quality control, exporting (handling paper and related tasks to get product out of country), liaison with marketing partner, controller, and other functions.

Women would clearly be the targeted work force and beneficiaries, in view of the fact that they are presently involved in the production of these products. Men would not be discouraged from participation, but one of the objectives of the program is to utilize the current idle or under-utilized female work-force. Women would also be encouraged to assume managerial functions of both the intermediary company and the community liaison functions.

Technical assistance in product design, marketing, and identification of the marketing partners in the United States and Europe could be provided under the USAID/Guatemala PED project. In order to prevent the peaks and drops in work loads, and other irregularities of short-term contracting work, an attempt to work primarily with products which have a clear long-term, steady market demand, will be sought.

In Guatemala City, a companion activity could be developed, whereby women interested in participating in an income-generating activity but not willing to work outside of their home because of child-care responsibilities, would be invited to create cottage industries. They would also receive raw materials and related supplies for the identified products, instruction in its preparation and quality control, and related assistance. They would produce as much or as little as they commit themselves to produce, and be paid equitably for piece work. An assessment of a similar program in the Philippines, entitled "Housewives for Export" would be undertaken through a review of documentation, and used as a model in program design, if applicable.

The strength of the overall program would be that fair market prices for the goods would be paid. This is not a "do good" short-term intervention. Rather, the objective will be to promote a long-term industry development oriented to exports.

C. Possible Participating Projects

This component design could be incorporated within the Private Enterprise Development Project (520-0341), specifically under the GREMIAL Component. It could be supported by the Entrepreneurial Development Project (520-380), and the Micro-Business Promotion Project (520-0377). If exotic items in the agricultural sector are chosen, the Highlands Agricultural Project (520-0274) would also be involved. Technical assistance in advancing the design of this concept idea to implementation is the next step.

Concept No. 8

WOMEN'S VILLAGE BANKS PROJECT

A. Project Goal and Purpose:

This project concept is the continuation of one already developed and pilot tested by CARE, with financial assistance from FINCA (Foundation for International Community Assistance) and the monetization of 193 MTs of rice provided under the AID Title II PL-480 Program. The program is an adaptation of credit experiences from the Grameen Bank in Bangladesh and the village bank concept popularized by FINCA in Costa Rica and El Salvador.

The long-term goal of the project is to increase the economic well-being of 1600 women in 40 rural communities over a period of three years. The project will attempt to provide organizational and managerial skills to the participating women; increase the productivity of economic activities managed by the women; and establish a self-sustaining credit mechanism managed by rural women. The program is currently tied into CARE's feeding programs, administered under the PL-480 Title II Program.

The central problem to be addressed by the project is the lack of rural family level economic diversification and declining productivity in traditional activities. There are three central components that contribute to this situation -- the lack of an affordable rural working capital system, inappropriate technical support of small-scale agricultural production, and market realities that affect both the cost of inputs and the revenues received for outputs.

B. Program Description:

According to CARE, there are four stages of village bank development, consisting of site selection, group formation, loan delivery and supervision, and the repayment/growth stage. A fifth one has been added called program monitoring and evaluation. These are briefly described below:

1. Site Selection

The following factors are taken into consideration in the analysis of the feasibility and appropriateness of entering a specific site:

- * Existing credit opportunities for the target group
- * Existing PVO projects in this or nearby towns
- * Production already underway (crops, livestock, etc.)
- * Transportation links to nearby towns and markets
- * Established women's groups and their effectiveness
- * Identification of formal, informal leaders
- * Women's current work opportunities
- * Women's other time commitments and responsibilities
- * Potential for diversification of economic activities

- * Recommendations from on-going village banks
- * Preliminary discussions with formal/informal leaders
- * Geographic clustering (for cost-benefit advantage)

2. Group Formation

A minimum of 25 persons is usually required prior to the organization of a group. Leadership training is an integral component of this stage. The methodology of the program, already developed by CARE, is reviewed extensively with the community participants to ensure they understand the individual and solidarity group commitments as well as potential benefits. Other factors assessed include interest and availability of women, ability to organize themselves and attend meetings, select members, etc.

3. Loan Delivery and Supervision

A secretary and treasurer are trained and assisted in the establishment of a simple accounting system summarizing the working capital loans distributed, interest to be paid, and weekly savings on an individual basis. Loans are given to those productive purposes for which a strong possibility of on-time repayment can be ascertained. CARE extensionists visit the individual members to assure their technical requirements are being met. Technical assistance is also provided to increase the productivity of the women's projects.

4. Repayment and Growth

The committee works to ensure that all members repay on time, including interest. If repayment is a problem, the committee will determine whether it will cover the amount due and arrange a special repayment plan. The Committee will also decide who will continue in the program. Savings accumulated will be used to leverage a larger loan from private banks, or provide new loans to new members, leading to rapid capitalization. It is anticipated that within two years, group members can move on to securing loans and credit from established banking enterprises.

5. Program Monitoring and Evaluation

Although not originally included in the program, this aspect is critical in view of the potential impact on the participating communities. It will allow the project's activities to be monitored, pinpointing those components which meet with the greatest success while allowing the adaptation of activities should original assumptions prove false. Several issues require some examination are the following: What are the decision-making roles in the household? Are women just the front-people for men? Is savings accumulation as critical to the program's success as currently contemplated? What is the impact on the community of the improved income earning capacity of the women, e.g. are men resentful or supportive? What is the economic impact on the household?

C. Possible Participating Projects

The Highland Agricultural Development Project Administration Unit Director has indicated interest in incorporating this activity within the rural project components. It would also be

interesting to work with a village bank in a community participating in the proposed Export Development Program, presented separately.

CARE has a proposal already prepared for submission for financing. It is recommended that a coordination meeting between CARE, the Program Office and the HADs Administration Unit be arranged to discuss responsibilities and contributions, and then submit the revised financing proposal to PPC/WID for consideration. Separately, CARE is requesting financing for a research study assessing the impact on the community of the Village Bank. This research should be integrated within the proposal and form part of the evaluation component.

V. SUMMARY AND CONCLUSIONS

The Portfolio Review of the USAID/Guatemala programs and projects indicates that many of the Mission's projects are having significant positive direct and indirect impacts on the population of Guatemala, including both males and females, as participants and beneficiaries. It is noteworthy that many of the counterpart implementing agency project management, operational personnel, and contract staff are highly qualified professional women. However, women are still under-represented in many project's target audiences, and steps to explicitly incorporate their participation are needed.

The Mission, particularly within the last few years, has been effectively undertaking activities to attain the necessary tools to address gender differences in participation in its projects and to further incorporate women in the development process. A sound WID Strategy and Action Plan are currently in place, a WID Committee has been formed, and indicators and specific research providing the foundation from which to move forward have been established. Most new projects are making an effort to address gender considerations from the beginning stages of project planning. However, it is too early to determine whether these gender-sensitive objectives and considerations will be carried over into implementation activities. Nevertheless, for the majority of current projects indications are that the link between conceptualization and operationalization of gender concerns is tenuous and must be strengthened if projects are to move forward with the momentum that is anticipated. It is within this framework that the accompanying project reviews and recommendations have been developed.

The Portfolio Review team identified six major categories of project-related recommendations across program divisions in the Mission, indicating the type of actions required. These categories are:

1. Monitoring and Evaluation
2. Component Modification
3. Explicitly Incorporating Women within the Project's Target Population
4. Research
5. Training
6. Public Information

A listing of all project specific recommendations, and their corresponding action category, are presented in Annex 4 to Volume I. Table 1 and Chart 1 summarize these action recommendations by sector and by project.

The largest number of recommendations (40%) indicate that project data collection, monitoring and evaluation activities need to be strengthened. This refers to the need to: incorporate gender within project design and implementation, include gender sensitive indicators in baseline surveys, track and report those indicators, and conduct gender sensitive evaluations. In many cases, this information is available in the implementing agencies or can be readily obtained, but the data is not being reported at the project level. Maintaining this data base is important in terms of monitoring and evaluating projects in regard to their impact on women and men.

TABLE I - SUMMARY OF RECOMMENDED ACTIONS BY SECTOR AND PROJECT

	Monitoring and Evaluation	Component Modification	Explicitly Incorporating Women/Men	Research	Training	Public Information	Total Recommendations for Each Project
Democratic Initiatives							
Improved Administration of Justice Project	2	1		1			4
Guatemala Strengthening of Democracy		1			2	1	4
Guatemala Judicial Development	1		1				2
Election System Support	2	1	1				4
Regional Strengthening of Democracy	2	2			1	1	6
<i>Totals of each type of recommendation in this sector</i>	7	5	2	1	3	2	20
<i>Percentage of each recommendation's occurrence in this sector</i>	35%	25%	10%	5%	15%	10%	100%
Infrastructure							
Community Based Integrated Health and Nutrition Program	1		1	1	1		4
Farm to Market Access Roads	1		1	2			4
Rural Electrification III - INDE Component	2	1	1				4
Highland Agricultural Development Project-Access Roads Component	1	1	1	2			5
Rural Water Project	2	1	1		3		7
Volcanic Hazard Preparedness Project							0
<i>Totals of each type of recommendation in this sector</i>	7	3	5	5	4	0	24
<i>Percentage of each recommendation's occurrence in this sector</i>	29%	13%	21%	21%	17%	0%	100%
Private Enterprise Programs							
Private Enterprise Development (PED)	2	5	2	1	1		11
Micro-Business Promotion	1			1		2	4
Entrepreneurial Development	2		1			1	4
ASINDES PVO Development Program	1	1				1	3
Rural Electrification-Productive Uses	2	1		1			4
Low Cost Housing Program	2			1			3
Private Sector Development Coordination							0
Special Project Assistance Fund (Peace Corps)	1						1
Special Development Fund	2					1	3
<i>Totals of each type of recommendation in this sector</i>	13	7	3	4	1	5	33
<i>Percentage of each recommendation's occurrence in this sector</i>	39%	21%	9%	12%	3%	15%	100%

TABLE I - SUMMARY OF RECOMMENDED ACTIONS BY SECTOR AND PROJECT

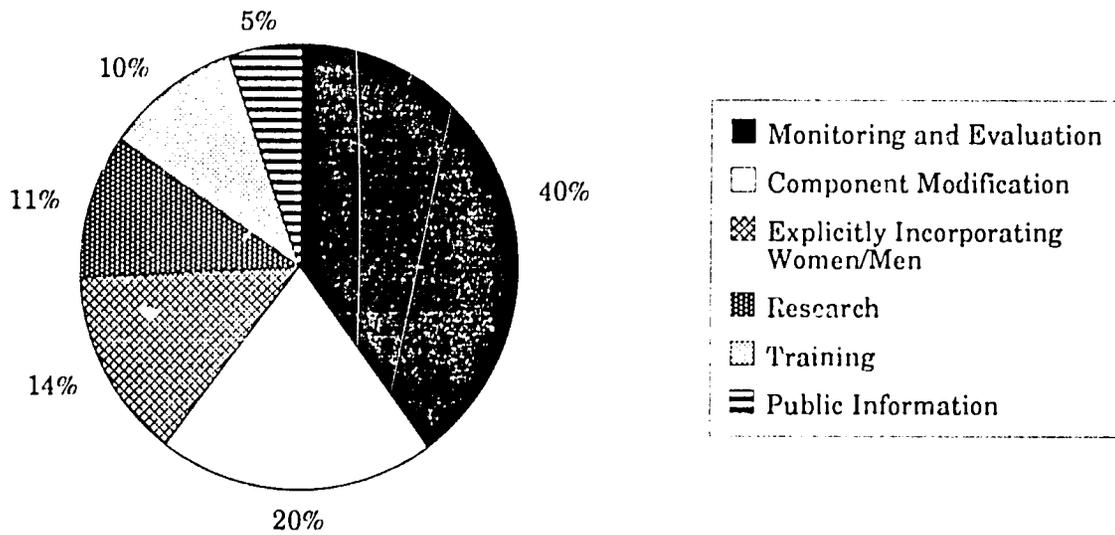
	Monitoring and Evaluation	Component Modification	Explicitly Incorporating Women/Men	Research	Training	Public Information	Total Recommendations for Each Project
Grand Total of Recommendations Throughout the Entire Portfolio	64	33	23	17	16	8	161
Grand Total of Each Recommendation's Occurrence Throughout the Entire Portfolio	40%	20%	14%	11%	10%	5%	100%
Agriculture Programs							
Highlands Agricultural Development Natural Resources Component	3	1	1		2		7
Cooperative Strengthening	4		2		2		8
Pilot Commercial Land Markets II	2	1	2		1		6
Small Farmer Coffee	4	4	3		1		12
Maya Biosphere Project	2	2	1	2			7
Agribusiness Development	2	1					3
Agricultural Production and Marketing Services	1						1
Totals of each type of recommendation in this sector	18	9	9	2	6	0	44
Percentage of each recommendation's occurrence in this sector	41%	20%	20%	5%	14%	0%	100%
Health/Family Planning							
Expansion of Family Planning Services	3	1	1	1			6
Immunization and Oral Rehydration Therapy Services for Child Survival	1	2	1		1		5
Totals of each type of recommendation in this sector	4	3	2	1	1	0	11
Percentage of each recommendation's occurrence in this sector	36%	27%	18%	9%	9%	0%	100%
Education/Training Programs							
Basic Education Strengthening	6	1					7
Rural Primary Education Improvement	2	1		1			4
Central American Peace Scholarship Program (CAPS)	1						1
Private Sector Education Initiative	1	1	1				3
Altiplano Higher Education (AHED)	1						1
Primary Education Management Improvement	1		1				2
Regional Training AID Center							0
Development Training and Support	1	1					2
Guatemala Peace Scholarship							0
Totals of each type of recommendation in this sector	13	4	2	1	0	0	20
Percentage of each recommendation's occurrence in this sector	65%	20%	10%	5%	0%	0%	100%

TABLE I - SUMMARY OF RECOMMENDED ACTIONS BY SECTOR AND PROJECT

	Monitoring and Evaluation	Component Modification	Explicitly Incorporating Women/Men	Research	Training	Public Information	Total Recommendations for Each Project
Food for Peace Programs							
PL-480 - Title I Programs		1				1	2
PL-480 - Title II Programs	2	1		1	1		5
<i>Totals of each type of recommendation in this sector</i>	2	2	0	1	1	1	7
<i>Percentage of each recommendation's occurrence in this sector</i>	29%	29%	0%	14%	14%	14%	100%
Economic Stabilization/Structural Adjustment							
Fiscal Administration				2			2
<i>Totals of each type of recommendation in this sector</i>	0	0	0	2	0	0	2
<i>Percentage of each recommendation's occurrence in this sector</i>	0%	0%	0%	100%	0%	0%	100%

CHART 1

Percentages of Each Recommendation's Occurrence Throughout the Portfolio



Moreover, gender disaggregated data is required to be reported, as stipulated in the new guidance directives, in the SARs. This information will enable USAID Guatemala to document more fully the positive impact many of its projects are having on women.

The next largest number of recommendations (20%) require some form of component modification, referring to the need to modify a project or project component in order to improve the integration of gender consideration. Specific activities have been proposed within these recommendations to facilitate their incorporation. In some cases, these recommendations can be implemented with in-house expertise, while others will require additional support. We have placed an asterisk by those which may require external technical assistance to design or implement.

The next category of recommendations (14%) refer to the need to expand the target audience by specifically including women or men in activities which have been dominated by the other sex. In most cases, this means that women should be specifically targeted for inclusion in the participant and/or beneficiary population, and appropriate actions taken accordingly.

Finally, the remaining recommendations require some form of information dissemination. Approximately 11% of the recommendations call for additional research to be carried out, indicating that the Mission is conducting and has available much of the information needed to incorporate gender concerns into project activities. Ten (10) percent of the recommendations indicate the need for the organization of or transfer of technology/information through training mechanisms. Specifically, the recommendations focus primarily on building gender considerations into the training components of programs planned, as well as sensitizing project implementors to gender issues. Public Information needs make up the remaining 5% of the recommendations, reflecting the need to expand the current mechanisms used to disseminate information, thereby ensuring that the target population is fully aware of the opportunities available.

In retrospect, a major thrust of the recommendations made referred to the need to gender sensitize existing mechanisms of monitoring and evaluation. Beginning with the SOWs and ending with the recorded data, it should be possible to examine sex-disaggregated data at all stages, including participation and impact assessment. What this means is that every interview instrument must include data on women as well as men, and be administered to a certain percentage of women. At its simplest level, however, it means that every instrument must identify whether the person providing the information is male or female. Only in this way will differential trends for women and men be readily apparent.

It should also be clear that the all-encompassing goal of all of these recommendations is to ensure that women are integrated into the mainstream of productive, as well as social, areas. It should be noted, however, that their integration is predicted on their "need to know" rather than the fact that they are women. Although women are rarely in positions of authority in productive areas, in households with limited resources they all too often contribute significant portions of the manual labor, whether in agriculture, livestock raising or informal (private) sector activities, in addition to their normal household duties. In households with a sufficient resource base, they may find themselves in positions requiring decision-making without adequate information to do so. Restricting women's access to information limits the extent to which new and more effective technologies will be implemented. In a cultural setting in which no one attends unless invited, it

is not enough to say that women are never excluded from participation. What is needed is their explicit inclusion into activities that facilitate the transfer of knowledge.

At a minimum, each of the Mission's key projects in different sectors programs include the need for a baseline study. In virtually every case the team has added the recommendation that gender issues be incorporated within this project analysis, and that income streams within the household, changes in control of income, allocation of labor, time use factors, etc., be assessed. As one project officer pointed out, however, it might represent a much more judicious use of Mission funds and efforts to sponsor one or two efforts across the Mission's and/or Office's portfolio, rather than arguing for such studies at the project level. The cost and time required to carry out this type of extensive qualitative and quantitative study is of questionable feasibility at the project level, and would result in tremendous duplication of effort, given the geographically overlapping nature of many projects. Therefore, the Mission should consider the option of conducting one major baseline study in geographic regions covered by the Mission's portfolio, which can then be used as the basis for all projects operating in the area. The same would hold for final project evaluations. This would go a long way in improving both the monitoring and evaluation function, providing the base-line data from which to assess progress. The Mission has already demonstrated its willingness to conduct such an effort, as evidenced by the recently concluded assessment of forty years of AID assistance to Guatemala.

The overall impression resulting from the portfolio review is that the mission is committed to the inclusion of gender issues and WID concerns into its current portfolio but lacks the tools and means to operationalize it. Project managers, for the most part, do not perceive the need to separate out men and women within their target populations, nor ask the questions as to whether gender is a factor in project implementation. In brief, there is a lack of understanding that by incorporating gender issues into project design, more successful project result. Instead of viewing gender analysis as an approach to a development problem and a tool for solving it, it is often seen as just another layer of paperwork, to be tacked on after project design is complete, such as many social soundness analyses are.

However, some sectors have more consistently taken gender into consideration, resulting in well-designed projects which have had a positive impact. Gender considerations are most effective if incorporated at the project design stage and if sufficient research is done on the target population to identify men's and women's different roles and needs. USAID officers from many sectors and support offices have cited the new BEST education project as an example of a project that has incorporated gender considerations at the design stage.

In summary, to achieve success in reaching Guatemalans, men and women alike, individual project officers must have the knowledge and willingness to consider gender in their project activities. They must have the tools by which gender as a development factor can be incorporated within their objectives and tasks. And Mission management must expressly indicate that the incorporation of gender into project activities will be one of the factors against which all projects will be assessed. Therefore, the Mission needs to give real priority to the recommendations presented in this and other WID reports it has commissioned. Otherwise, it will have missed a wonderful variety of opportunities to ensure that their projects are successful and achieve their full potential.

APPENDICES

- Appendix 1: Indicators for Assessing Integration of Gender Considerations into AID Activities
- Appendix 2: List of Persons Contacted
- Appendix 3: Bibliography
- Appendix 4: List of Recommendations

APPENDIX 1

INDICATORS FOR ASSESSING INTEGRATION OF GENDER CONSIDERATIONS INTO AID ACTIVITIES

AID/Washington has developed a set of indicators to be used to monitor the integration of women into the agency's activities. The indicators listed below have been cabled world-wide, and fall into three main categories:

1. those relating to Program, Project, and Reporting Documents;
2. those relating to the training of USAID staff; and
3. those relating to Participant Training.

As required in the Administrators WID Action Items (State 218365) and by Congressional legislation, when items are impossible to achieve, AID "will ensure that there is a substantive analysis as to the explanation of how these obstacles will be overcome."

1. Program, Project, and Reporting Document Indicators:

Documents developed in the future for new and on-going activities should include the indicators given below:

- a. Sex-disaggregated data in all references to participants and beneficiaries;
- b. identification of constraints to women's participation in all development activities;
- c. identification of opportunities for enhancing women's participation;
- d. description of strategies to overcome these constraints or make use of these opportunities;
and
- e. identification of bench-marks to measure progress implementing these strategies.

2. Training of USAID Staff Indicators:

Bureau WID Action Plans should include initiatives that have been, or will be, taken to provide WID training to AID staff. Indicators used by PPC/WID include:

- a. description of the training activity; and
- b. number and job titles of staff trained.

3. Participant Training Indicators:

Bureau WID Action Plans should include initiatives that have been, or will be, taken to increase the number of females in participant training programs. Indicators used by PPC/WID include information on the following:

- a. number of men and women included in the participant training program;
- b. constraints to women's (and men's) participation;
- c. opportunities for enhancing women's participation;
- d. strategies to overcome these constraints or make use of these opportunities; and
- e. bench-marks to measure progress in implementing these strategies.

Lic. Irma Calvillo de Arias
Encargada de Capacitacion

INTERNATIONAL EXECUTIVE SERVICE CORPS (IESC)

Lic. Luis Moreno
Director de Operaciones

JUZGADO PRIMERA INSTANCIA DE TOTONICAPAN

Lic. Yolanda Perez
Juez de la Corte de Primer Instancia y Familia
Totonicapán (Harvard Project)

LOUIS BERGER, Int.

Mr. Jeff Brewer
Project Manager, HADS Project

MINISTERIO DE SALUD/UNIDAD DE PLANIFICACION FAMILIAR (MOH-UPF)

Dr. Raul Rosenberg
Director of the Family Planning Unit
Ministry of Health

PROGRAMA DE FORTALECIMIENTO DEL SISTEMA JUDICIAL DE GUATEMALA

Dra. Ana Maria Salazar
Resident Director
Harvard Project

PROGRAMA MUNDIAL DE ALIMENTOS (Naciones Unidas)

Joaquin Miguel Garcia
Oficial de Proyectos

U.S. PEACE CORPS

Mr. Edward Butler
Director

Mr. Todd Sloan
Deputy Director

Ms. Francis Asturias
Executive Officer

4/8

CENTRO DE DESARROLLO EMPRESARIAL (CEDE)
(Entrepreneurial Development Center)

Lic. Joseph Oromi-Mulet
Project Advisor

CONSEJO NACIONAL DEL AREA PROTEGIDA (CONAP Peten Office)

Lic. Hilda Rivera
Directora

COOPERATIVA AMERICANA DE REMESAS AL EXTERIOR (CARE)

Lic. Michael Goldberg
Director

Ms. Kirsten Johnson
Project Manager, Agro-Forestry Project

Lic. Reyna de Contreras
Project Coordinator, Village Banks Project

Lic. Patrick Sawyer
Project Manager, Women, Water and Health Project

DIRECCION GENERAL DE CAMINOS

Ing. David del Valle
Coordinador del Programa AID de Caminos Rurales

EXPERIMENT IN INTERNATIONAL LIVING

Mr. Peter Lara
Chief of the Implementing Unit
Programa del Apoyo al Salud Materno-Infantil, PAMI
Component of the Expansion of Family Planning Project

GREMIAL DE EXPORTADORES DE PRODUCTOS NO TRADICIONALES
(Non-Traditional Products Exports Guild)

Lic. Fanny de Estrada
Directora Ejecutiva

Mr. Gerry Lamberty
Project Advisor

ASOCIACION GUATEMALTECA DE EMPRESARIAS (AGEM)
(Guatemalan Women Entrepreneurs Association)

Sra. Malu de Pira
Directora

ASOCIACION NACIONAL DEL CAFE (ANACAFE)
(National Coffee Producers Association)

Mr. Michael Schwartz
Economic Advisor

ASOCIACION PARA EL DESARROLLO DE LA MUJER
(Association for the Development of Women)

Lic. Nery Zelada
Analyst

ASOCIACION PRO-BIENESTAR FAMILIAR (APROFAM)
(Guatemalan Family Welfare Association)

Dr. Roberto Santizo
Director Ejecutivo

Lic. Marta Julia Porras,
Departamento de Informacion, Educacion y Comunicacion

Lic. Sara Molina
Programas de Desarrollo Comunitario

BANCO DE GUATEMALA (Bank of Guatemala)

Lic. Marta Rivera
Economista

CAMARA EMPRESARIAL (CAEM)
(Guatemalan Entrepreneurial Chamber)

Mr. Steve Lack
PEDS Advisor

CENTER FOR DEMOCRACY

Mr. Robert Murphy
Director

Low Cost Housing and Agribusiness Development (BOG) Projects

Lic. Guillermo Matta

IMPLEMENTING AGENCIES

AMERICAN INSTITUTE FOR FREE LABOR DEVELOPMENT (AIFLD)

Mr. John Acree
Project Manager
Agricultural Production and Marketing Services

ACCION INTERNACIONAL/AITEC

Lic. Mirtha Olivares
Directora

ASOCIACION DE GERENTES DE GUATEMALA (AGG)
(Guatemalan Entrepreneurs Association)

Dra. Lucy Martinez Mont
Gerente General

**ASOCIACION DE IDENTIDADES DE DESARROLLO Y SERVICIOS NO
GUBERNAMENTALES (ASINDES)**
(Development Entities and Non-Government Services Association)

Dr. Arturo Sist
Asesor de PACT

Lic. Alma Irena Gonzalez
Coordinadora de Proyectos

Ing. Cristian Munduate
Coordinadora de Asistencia Tecnica

ASOCIACION GUATEMALTECA DE EDUCACION SEXUAL (AGES)
(Guatemalan Association for Sexual Education)

Lic. Eugenia de Monterroso
Directora General

Lic. Carmen de Monterrosa
Nueva Directora Interina

Administration of Justice

Lic. Carmen Aguilera
Project Manager

Mr. Jack Leeth
Chief of the Implementing Unit
Administration of Justice Project

Electoral Support

Mrs. Annett Tuebner
Project Manager

New Democratic Institutions Project - Design Team

Mr. John Oleson
Team Leader

Mr. David Lazar
Consultant

Lic. Amparo Giraldo
Consultant

PRIVATE SECTOR PROGRAM OFFICE

Mr. Felipe Manteiga
Chief

Private Enterprise Development Project

Mr. James Philpott
Project Manager

Micro-Business Promotion and Entrepreneurial Development Project

Lic. Roberto Galvez
Project Manager

Special Development Fund, Private Sector Development Coordination,
PACT/ASINDES PVO, and Special Project Assistance Fund Projects

Ing. Roberto Perdomo
Project Manager

Cooperative Strengthening Project

Mr. Barry Lennon
Project Manager

OFFICE OF HUMAN RESOURCES DEVELOPMENT (OHRD)

Dr. Richard Martin
Acting Chief

Mrs. Nely de Leon
Project Manager

Highlands Education Development

Lic. Gilberto E. Mendez
Project Manager

Basic Education Strengthening Project

Dr. Susan Clay
Project Manager

Lic. Miriam Castaneda

Lic. Julio Diaz

Central American Peace Scholarship (CAPS)

Mrs. Elvira Saenz de Tejada
Project Manager

Ms. Carmen Noriega
Monitoring System

Immunization and Oral Rehydration Therapy Services for Child Survival

Dr. Jorge Chang
Project Manager

Extension of Family Planning

Mrs. Jane Lyons
Project Manager

Democratic Initiatives Office

Mr. Ronald Witherall
Democratic Initiative Officer

WT

Fiscal Administration

Lic. Ana Vilma Pocasangre
Project Manager

OFFICE OF RURAL DEVELOPMENT (ORD)

Mr. Gordon Straub
Chief of Agriculture and Rural Development

Natural Resources Project

Mr. Alfred Nakatsuma
Project Manager, Mayabiosphere

Mr. Keith Klein

Mr. Edgar Pineda
Project Manager, Forestry Projects

Highlands Agriculture Development Project

Mr. Blair Cooper
Deputy Chief, Office of Rural Development

Lic. Gustavo Leal
Nature Coordinator HADS Project

Ing. Mario Aragon
Project Manager

Ing. Roberto Castro
Project Manager

Agribusiness Development

Dr. Tully Cornick
Project Manager and Agricultural Officer

Pilot Commercial Land Market II

Mr. Rodney Tsuji
Project Manager

Land Tenure Center Consultant, University of Wisconsin

Dr. Virginia Lambert
Consultant

APPENDIX 2

LIST OF PERSONS CONTACTED

UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT/GUATEMALA
(Agencia Internacional para el Desarrollo de los Estados Unidos/Guatemala)

MISSION MANAGEMENT

Mr. Steve Wingert
Deputy Director, USAID/Guatemala

PROGRAM OFFICE (PGRM)

Mr. David Adams
Chief, Program Office

Mr. Tom Kellerman
Deputy Program Officer

Ms. Carola Soto
Program Specialist and WID Officer

Dr. Gary Smith
Program Information and Evaluation Specialist

Mr. Dale Humphrey
Food Aid Officer

OFFICE OF PROJECT DEVELOPMENT AND SUPPORT (PDOS)

Mr. Donald Boyd
Chief

Lic. Berta Calderon
Program Development Officer

Ing. Ricardo Perez
Infrastructure Section

OFFICE OF ECONOMIC POLICY AND ANALYSIS (OPEA)

Mr. David Hoelscher
Chief

Mr. Basilio Estrada
Associate Director, Conservation and Forestry Project

Mr. Roberto Leiva
Micro-Enterprise Project/4-H Clubs Project

Mr. Sergio Mack
Community Health and Nutrition Project

Mr. Salvador Morales
Beekeeping and Crop Diversification Project

Ms. Yolanda Novella
Appropriate Technology and Youth Development Project/WID Officer

OTHERS

Ms. Erika Kaplan
Ex-Export Manager

Ms. Laura Woodward
Ex-Export Manager

Mrs. Imogen M. Sieveking
Owner, Nona's, S.A. (Ceramics)

Mrs. Anna Maria Timpanaro
Owner, La Italia (Cheese)

Mrs. Marta Altolaguirre
Newspaper Journalist/Attorney

Ms. Angela Ridinger
General Manager, Tropical
(Manufacturer of Typical Clothing)

APPENDIX 3

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APPENDIX 4

LIST OF RECOMMENDATIONS

AGRICULTURE PROGRAMS

Highlands Agricultural Development-Natural Resources Component (520-0274)

1. Include gender issues in SOW for baseline and other planned surveys. (Monitoring and Evaluation)
2. Specify select basic information to be included in all surveys and interviews, assessing women's roles and potential contributions. (Monitoring and Evaluation)
3. Conduct awareness training for ministry/agency personnel to examine actual and potential roles of women in project component areas. (Training)
4. Develop training modules for persons indirectly or peripherally involved in activities, taking into consideration special needs of women with regard to training. (Training)
5. Promote incorporation of women into community-level committees associated with project component activities. (Explicitly Incorporate Women)
6. The outreach activities of the Project should be designed to transfer appropriate harvesting, packing, and marketing technical information to women to the degree that they are found to actually and potentially participate in activities. (Component Modification)
7. Institute monitoring and understanding of overall impact of technologies introduced; including their influence on women, on the existing farming systems, and on the socio-economic well-being of the farm families. (Monitoring and Evaluation)

Cooperative Strengthening (520-0286)

1. Introduce series of indicators into the project's on-going monitoring system activities to be reported in the SAR, assessing impact on women and socio-economic well-being of low-income rural residents. (Monitoring and Evaluation)
2. Gender disaggregate data on cooperative staff training, type of training, membership and savings. (Monitoring and Evaluation)
3. Conduct awareness training for federation/cooperative personnel at managerial and implementation level. (Training)
4. Notify and invite women and men to attend sessions in transfer of technology. (Explicitly Incorporate Women)

5. Where pesticides are a part of the technology, women and men should receive adequate instruction in safe handling, application, storage, and disposal of pesticides and pesticide containers. (Training/Explicitly Incorporate Women)
6. Incorporate need to specifically examine direct and indirect impact of the project on women into the SOW for the project evaluation. (Monitoring and Evaluation)
7. Conduct informal, internal analysis of the progress towards project goal achievement indicators within twelve months. If impact is positive, highlight in project reporting. (Monitoring and Evaluation)

Pilot Commercial Land Markets II (520-0343)

1. Include gender specific questions in baseline survey data and incorporate gender into the MIS system. (Monitoring and Evaluation)
2. Report selected WID indicators as suggested by MUCIA/WID Report. (Monitoring and Evaluation)
3. Both women and men should receive instruction about the safe application, handling, storage and disposal of pesticides as part of the first Environmental Education Program Workshop. (Training/Explicitly Incorporate Women)
4. Women should be incorporated into the process of technology transfer according to their actual and potential roles in production and marketing. (Explicitly Incorporate Women)
5. The Design team for the Rural Land Financing Project (520-0389), the programmed continuation of this project, should incorporate gender-sensitive experts. (Component Modification*)

Small Farmer Coffee (520-0381)

1. Implement recommendations contained in ORD Report No. 32: "Gender Issues in Small Farmer Coffee Project" as follows:
 - * Include women in ANACAFE meetings and training sessions. (Explicitly Incorporate Women)
 - * Sensitize ANACAFE personnel through convincing and demonstration regarding the importance of training women in new coffee production techniques. (Training)
 - * Legitimize women's access to information on improved coffee production techniques by inscribing both male and female household heads as project participants. (Explicitly Incorporate Women)

- * Make interest and the "need to know" the determining factors for inclusion of women in any training sessions. (Component Modification/Explicitly Incorporate Women)
 - * Record and analyze breakdowns of membership in "Grupos de Amistad y Trabajo" by region, size of landholding in coffee per household, and land ownership by women and men in order to understand regional patterns of stratification in the distribution of and access to land. (Monitoring and Evaluation)
 - * Develop strategies to assist households which cultivate coffee but have more restricted access to resources. (Component Modification*)
 - * Provide non-Spanish, Mayan language technical assistance when appropriate. (Component Modification)
 - * Develop strategies to minimize short term hardships due to the interruption of routine marketing funds that women rely on when coffee has traditionally been grown in association with another crop. (Component Modification*)
 - * All project data collected, whether baseline, evaluative or technical, should include women as well as men. (Monitoring and Evaluation)
2. Incorporate indicators in project reporting and evaluation system. (Monitoring and Evaluation)
 3. The SOWs of the periodic surveys planned during the life of the project and the four project evaluations should have well designed and integrate gender considerations. (Monitoring and Evaluation)

Maya Biosphere Project (520-0395)

1. Incorporate gender considerations in research, monitoring and evaluation activities of project. Conduct a "rapid reconnaissance" diagnostic survey focusing on relationship between agricultural and extractive activities, and the effects of migratory patterns on the gender division of labor. (Research/Monitoring and Evaluation)
2. Conduct gender sensitive research regarding project's activities. (Research)
3. Baseline study should establish indicators of women's participation and project's impact on women, for use in the monitoring and evaluation plan. (Monitoring and Evaluation)
4. Representatives of key institutions should form a small committee to coordinate gender-related activities. (Component Modification)
5. Encourage women to participate in project and receive assistance in the production, processing and marketing of alternative forest products such as ornamental and medicinal plants, fuelwood and fruit trees, and community nurseries. A WID

specialist should assist personnel of key institutions to programmatically support sustainable economic activities of women. (Component Modification/Explicitly Incorporate Women)

Agribusiness Development (520-0276)

1. Incorporate an assessment of impact of project on target group, i.e., small farmers, disaggregated by sex within final project evaluation. (Monitoring and Evaluation)
2. Existing research on women and agribusiness indicate that the impact on women is both positive and negative. Evaluation should assess type of impact of this project. (Monitoring and Evaluation)
3. The final evaluation should serve to guide the Cooperative Strengthening Project. (Component Modification)

Agricultural Production and Marketing Services (520-0363)

1. Conduct a gender sensitive end-of-project evaluation. (Monitoring and Evaluation)

HEALTH/FAMILY PLANNING

Expansion of Family Planning Services (520-0288)

1. Report gender disaggregated data regarding implementers, participants, trainees, and beneficiaries. (Monitoring and Evaluation)
2. Assess social marketing aspects of project, exploring with LAC bureau possibility of including research within their research agenda. (Monitoring and Evaluation)
3. Reinforce efforts to reach couples in Mayan areas, including promotion, sensitizing social workers, and providing incentives to reach such areas. (Component Modification)
4. Target men and couples with family planning information, promotion and services. (Explicitly Incorporate Men/Monitoring and Evaluation)
5. Include within scope of work for new project design an assessment of need to increase assistance to MOH regarding voluntary surgical sterilization. (Research)

Immunization and Oral Rehydration Therapy Services for Child Survival (520-0339)

Recommendations are contingent on re-initiation of project.

1. Compile gender disaggregated data on participants, trainees and by category of activity. (Monitoring and Evaluation)

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2. Increase number of women health promoters, providing them with the tools and incentives to effectively carry-out their tasks. (Explicitly Incorporate Women)
3. Provide mothers with adequate supply of ORS to administer to child as needed. (Component Modification)
4. Develop teaching unit for promoters to educate parents about the function and benefits of vaccinations. (Training)
5. Give parents a "certificate of good parenting" or similar reward for bringing child for vaccinations, etc. (Component Modification)

EDUCATION/TRAINING PROGRAMS

Basic Education Strengthening (520-0374)

1. Ensure that promotion for girls in bilingual schools and reduced repetition in bilingual schools are taken into account in all project-related activities. (Monitoring and Evaluation)
2. Make end-of-project proposed outputs gender-specific. (Monitoring and Evaluation)
3. Bilingual education, text revision: Screen existing texts, particularly sketches, for sex-role stereotyping. (Component Modification)
4. Classroom observation for student participation should analyze the increased participation of boys and girls separately. (Monitoring and Evaluation)
5. Formative evaluation of student learning should disaggregate findings for boys and girls. (Monitoring and Evaluation)
6. Specify in the SOW for TA the need to develop a gender-sensitive data base that includes select gender-specific indicators in the data collection instruments. (Monitoring and Evaluation)
7. Incorporate select gender-specific indicators among the key education indicators to assess impact of MOE management and organizational changes on quality of basic education. (Monitoring and Evaluation)

Rural Primary Education Improvement (520-0282)

1. Compile sex-disaggregated data for all project participants. (Monitoring and Evaluation)
2. Compile sex-disaggregated data and assess girls' versus boys' achievement in schools participating in and not participating in the bilingual education project. (Monitoring and Evaluation)

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3. Demonstrate to parents that girls are learning more in shorter periods of time through the bilingual program, convincing them to send a greater percentage of school age girls to school. (Component Modification)
4. Implement flexible school calendars and regionalized curriculum content in pilot areas and monitor differential impacts on girls versus boys. (Research)

Central American Peace Scholarship Program (CAPS) (520-0263)

1. Sex-disaggregated data on returned trainees who have become active members in the follow-on organization. (Monitoring and Evaluation)

Private Sector Education Initiative (520-0364)

1. Compile sex-disaggregated data on rural teachers trained and CONALFA students participating in post-literacy activities. (Monitoring and Evaluation)
2. Review materials prepared through the project and exclude gender insensitive references. (Component Modification)
3. Arrange class times and places of PVO literacy activities to take into account particular constraints faced by women who wish to participate in such activities. (Explicitly Incorporate Women)

Altiplano Higher Education (AHED) (520-0304)

1. Future SARs include sex-disaggregated data on students enrolled in, and persons graduated from the associates' and bachelors' degree programs. (Monitoring and Evaluation)

Primary Education Management Improvement (520-0320)

1. Promote active incorporation of women into the school-community councils proposed for the different government levels, from municipal to regional. (Explicitly Incorporate Women)
2. Compile sex-disaggregated data on persons who have participated in the various training courses. (Monitoring and Evaluation)

Regional Training AID Center (RTAC) (520-0011)

None

Development Training and Support (520-0384)

1. Compile gender disaggregated data on participants-to-date, assessing actual patterns for female participation. (Monitoring and Evaluation)

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2. Set target percentage for female participants at 40% as specified in PP. (Component Modification)

Guatemala Peace Scholarship (520-0393)

None

DEMOCRATIC INITIATIVES

Improved Administration of Justice Project (520-0369)

1. Carry out study of "Special Constraints for Women in the Administration of Justice in Guatemala." (Research)
2. Report project participants and trainees by gender. (Monitoring and Evaluation)
3. Incorporate gender issues within SOW for proposed evaluations. (Monitoring and Evaluation)
4. Project Extension should:
 - * develop Civil Service personnel system
 - * include development of a System of Court Interpreters
 - * include support for development of system of trained aguaciles
 - * include public information campaign, promoting awareness of women's rights. (Component Modification*)

Guatemala Strengthening of Democracy (520-0386)

1. Recommendations for New Democratic Institutions Project.
 - * Provide technical assistance for improvement of structure and committee system of the National Congress, giving consideration to establishment of special interests caucus system, including one for women. (Component Modification*)
 - * Sensitize political parties to needs of women and parties' responsibilities to women as constituents. (Training)
 - * Conduct public awareness program oriented toward women, familiarizing them with overall government process (civics), rights and responsibilities in the democratic process. (Information)
 - * Provide appropriate training for career advancement. (Training)

Guatemala Judicial Development (520-0376)

1. Report participants and trainees by gender in SAR. (Monitoring and Evaluation)

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2. Project design for the Improved Democratic Initiatives should promote activities to increase access for women, i.e., bilingual officials, aguaciles, and informal oral discussions. (Explicitly Incorporate Women)

Election System Support (520-0378)

1. Report training figures by gender. (Monitoring and Evaluation)
2. Disaggregated voting tallies by gender. (Monitoring and Evaluation)
3. New Project include: citizen education about the right and responsibility for voting, and the right of political participation. Improving access to both voter registration and voting itself. Include women in any training. (Explicitly Incorporate Women/Component Modification)

Regional Strengthening of Democracy (597-0003)

1. Recommendations for New Project: Democratic Institutions.
 - * Incorporate UN Declaration on Rights of Women within the Human Rights Agenda. (Component Modification)
 - * Trainees should include women in proportion to their numbers in the group to be trained, and data should be disaggregated by gender. (Monitoring and Evaluation)
 - * Include education in women's rights in all education, information, training and documentation programs. Messages should include civic and political rights, and the right to physical security. Messages should reach remote, illiterate, and Maya-speaking populations as well as urban, literate and Spanish-speaking groups. (Training/Information)
 - * Access - Finance mechanism to publicize and provide voter registration and voting opportunities in smaller towns. (Component Modification)
 - * Registration and voting patterns should be examined by gender to discover areas where constraints to women's participation exist. (Monitoring and Evaluation)

INFRASTRUCTURE

Community Based Integrated Health and Nutrition Program (520-0251)

1. Recommendations for Highlands Water and Sanitation Project.
 - * Strongly encourage/require that Community Water Committees have female members prior to the community being selected to obtain a new water system. (Explicitly Incorporate Women)

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- * Evaluate apparent cultural differences between the indigenous populations in the coastal lowlands and the rural highlands regarding the role of women in the management of community water systems. (Research)
- * Include strong health education component providing personal hygiene and sanitation training to women. (Training)
- * As part of the end of project evaluation, an effort should be made to identify the impact the project has had on women. (Monitoring and Evaluation)

Farm to Market Access Roads (520-0332)

1. Include assessment of potential economic impact of project on women within socio-economic survey of potential road projects. (Research)
2. Undertake survey of impact of access roads on women (and also on men) in the communities which have had a completed road for more than three years. (Research)
3. Encourage rural communities to include women on the road committees and report gender disaggregated data to USAID. (Explicitly Incorporate Women/Monitoring and Evaluation)

Rural Electrification III - INDE Component (520-0353)

1. Encourage rural electrification committees to include women members. (Explicitly Incorporate Women)
2. Report participation of women either as members of the committees or as workers on the construction crews. (Monitoring and Evaluation)
3. Maintain gender disaggregated data regarding number of persons trained. (Monitoring and Evaluation)
4. Include questions assessing potential economic impact on women in socio-economic survey used to prioritize a community's participation in the electrification project. (Component Modification)

Highlands Agricultural Development Project - Access Roads Component (520-0274)

1. Survey questionnaire should include a series of in-depth questions directed to women covering women's economic activities. The weighing factors on the PCR's computerized selection and prioritization program should be adjusted to more accurately reflect women's contribution to their community's overall welfare. (Research/Component Modification)

2. Undertake survey of impact of access roads on the women (and also on the men) in the communities which have had a completed road for more than three years. (Research)
3. Encourage rural communities to include women on the road committees and report gender disaggregated data regarding participation to USAID. (Explicitly Incorporate Women/Monitoring and Evaluation)

Rural Water Project (520-0336)

1. Health education component should broaden its coverage and train many more women. (Training)
2. Train community representatives to provide services in absence of social workers. (Training)
3. Train women in community regarding administrative and treasury functions of water committees, and operation and repair (minor) of the systems. In this way, women will develop a capability to effectively participate in the overall management of the water systems. (Training/Component Modification/Explicitly Incorporating Women)
4. Provide gender disaggregated data regarding participation of people in project. (Monitoring and Evaluation)
5. Include evaluation of project's impact on women in project evaluation mechanisms. (Monitoring and Evaluation)

Volcanic Hazard Preparedness Project (520-0379)

None

PRIVATE ENTERPRISE PROGRAMS

Private Enterprise Development (PED) (520-0341)

1. Compile gender disaggregated data. (Monitoring and Evaluation)
2. CEDE should develop special training series oriented to women business professionals. (Training/Component Modification/Explicitly Incorporate Women)
3. Justification for extension of PED project should include detailed gender analysis of the project's current activities, and potential for future interventions, within the scope of work. (Component Modification*/Monitoring and Evaluation)
4. Conduct assessment of private sector training offer, specifically vocational, technical, and professional, in addition to basic technical skills. (Component Modification*)

5. The GREMIAL should consider lobbying for the improvement of working conditions in the export manufacturing areas, in particular the work environment, for women, looking at needs for training, child care and health facilities in the manufacturing plants. (Component Modification)
6. In conjunction with the Rural Electrification III Project (520-0353), the PED Project should consider the design of a market driven product line export program for Guatemala City and one secondary city, focusing on products where women already have a comparative advantage. Design should take into consideration similar program underway in the Philippines, entitled Housewives for Export. (Component Modification*)
7. Assess need for and interest in the formation of an association of women professional/business persons. (Research/Explicitly Incorporate Women)

Micro-Business Promotion (520-0377)

1. That ACCION should ensure that their program is: widely promoted through both formal and informal communication channels; focused on solidarity groups; recruiting indigenous-language speaking staff; coordinating with existing and new training programs, targeting women participation; seeking funding for the implementation of a survey of non-participants to determine if there are fundamental differences between women who participate in the program and those that do not. (Monitoring and Evaluation)
2. Compile additional and critical information which would assess women's access to credit, and results thereof. (Research)
3. Promote success of credit program, and women's performance, to banking community. (Information)
4. Consider project as pilot example of how a micro-enterprise project can work. (Information)

Entrepreneurial Development (520-0380)

1. Further disaggregate data being reported in SAR, indicating how those firms which received assistance, by gender of their manager, performed, and gender of volunteer delivering service. (Monitoring and Evaluation)
2. IESC should strive to meet its target of 30% women recipients of services, if not more. (Monitoring and Evaluation)
3. Widely publicize program's activities and services, through both formal and informal communication channels. (Information)
4. Ensure women are part of training population for training program for managers of production in the manufacturing industry. (Explicitly Incorporate Women)

ASINDES PVO Development Program (520-0348)

1. Transmit need for gender disaggregated data to Government of Guatemala, which should then request of the participating PVO's. (Information)
2. Conduct analysis of the economic benefits and cost-benefit relationships of PACT/ASINDES services as an end of project evaluation. (Monitoring and Evaluation)
3. USAID/Guatemala should consider supporting ASINDES efforts to design a training program to instruct trainers in the tools necessary to assess a project's impact on gender. (Component Modification*)

Rural Electrification - Productive Uses (520-0353)

1. Seek compliance with target of 40% participation by women in the credit program. To ensure compliance, gender disaggregated data should be compiled and reported. (Monitoring and Evaluation)
2. Incorporate gender analysis and assess impact of project on both men and women in mid-term and final evaluation. (Monitoring and Evaluation)
3. Develop pilot project (with PED Project) to assess impact on women and how women utilize time savings generated by having access to electrification. (Component Modification*/Research)

Low Cost Housing Program (520-0261)

1. Conduct gender sensitive analysis of housing conditions for the informal sector, and incorporate gender into proposed housing policy study. Include an assessment of the project on the household and, if possible, further examination of the socio-cultural and economic impact of the project. (Monitoring and Evaluation)
2. Compile gender disaggregated data, particularly in regard to gender of mortgage recipient, and beneficiary, and report on SAR. (Monitoring and Evaluation)
3. Determine if gender of the loan officer and location of low-cost housing project is factor in the mortgage process. (Research)

Private Sector Development Coordination (520-0337)

N.A. (Project has been completed.)

Special Project Assistance Fund (Peace Corps) (520-0383)

1. Gender disaggregated data on participants and beneficiaries of project activities requested from appropriate Peace Corps volunteer. (Monitoring and Evaluation)

Special Development Fund (520-0145)

1. Add questions about who the beneficiaries are, disaggregated by sex, to community application form. Solicitants for services should be informed that USAID places a high priority on women's participation. (Monitoring and Evaluation)
2. Promote project through formal and informal channels that reach women as well as men. (Information)
3. Conduct gender sensitive evaluation of project's activities, determining how project has improved the well-being of the community as a whole, and families particularly, also gender disaggregated. (Monitoring and Evaluation)

FOOD FOR PEACE PROGRAMS

PL-480 - Title I Programs

1. USAID should inform the Government of Guatemala that it places high importance on the integration of women into the national economies of developing countries. (Information)
2. USAID negotiate with Government understanding that a proportion of funds should be earmarked to projects enhancing women's economic performance in the society. (Component Modification)

PL-480 - Title II Programs

1. Compile gender disaggregated data regarding participants, beneficiaries and staff in projects carried out under the PL-480 Title II Program and report on SARs. (Monitoring and Evaluation)
2. Fund extension of Village Bank Project, in order to expand it to other geographic areas of the country. Coordinate with the HADs Project. (Component Modification)
3. Conduct gender sensitive training program for extensionist agents. (Training)
4. Fund research thesis entitled: Impacts on Communities of Women's Productive Groups Receiving Financing Through Village Banks. (Research)
5. Gender disaggregated project monitoring and evaluation system should be developed and implemented. (Monitoring and Evaluation)

ECONOMIC STABILIZATION/STRUCTURAL ADJUSTMENT

Fiscal Administration (520-0371)

1. Conduct a review of the career management programs, especially as they apply to the personnel of the Ministry of Finance, assessing real and perceived barriers to women's career opportunities. (Research)
2. Consider including study assessing equity of impact of tax system on women to ensure structure does not discourage women's economically productive activities. (Research)

* Recommendations with an asterisk indicate those which may require external technical assistance to design or implement.

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FINAL REPORT

A WOMEN IN DEVELOPMENT PORTFOLIO REVIEW:
THE IDENTIFICATION OF MEANS TO FURTHER
PROMOTE THE INTEGRATION OF GENDER
CONSIDERATIONS INTO USAID/GUATEMALA'S
PROGRAM
VOLUME II - PROJECT SPECIFIC
RECOMMENDATIONS

By:

Dr. Amalia Alberti
Mr. Gordon Bremer
Mrs. Aimee Martin
Mrs. Susanna Mudge
Dr. Charles Smith

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VOLUME II

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VOLUME II

PROJECT SPECIFIC RECOMMENDATIONS

The Portfolio Review Team assessed all of the Mission project's, placing special emphasis on those projects identified as key and important to the Mission's overall portfolio. Project specific recommendations were prepared as warranted, and are included in the following pages. The project information sheets are organized in a format similar to that utilized for the semi-annual review document (SAR). The team hopes this will facilitate the work of project officers as they incorporate gender in their projects, and report such actions in subsequent SARs.

The specific projects are presented within their respective sectors, in the following order:

1. Agriculture
2. Health/Family Planning
3. Education and Training
4. Democratic Initiatives
5. Infrastructure
6. Private Enterprise Program
7. Food for Peace
8. Economic Stabilization/Structure Adjustment

1. AGRICULTURE

- 1.1. Highlands Agricultural Development
(Natural Resource Component) - 520-274
- 1.2. Cooperative Strengthening - 520-0286
- 1.3. Pilot Commercial Land Market II - 520-0343
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- 1.5. Maya Biosphere - 520-0395
- 1.6. Agribusiness Development - 520-0276
- 1.7. Agricultural Production and Marketing
Services - 520-0363

HIGHLANDS AGRICULTURAL DEVELOPMENT

I. Project Information

- A. Project Number: 520-0274
- B. PACD:
1) original: 09/30/88
2) amended: 09/30/93
- C. Program Office(s)
Responsible: Office of Rural Development
- D. Funding Amount(s):
1) grant: \$23,064,000
2) loan: \$ 8,121,000
- E. Implementation Agency(s):
1) Direccion General de Servicios Agricolas (DIGESA)
2) Banco Nacional de Desarrollo Agricola (BANDESA)
3) Instituto de Ciencia y Tecnologia Agricolas (ICTA)
4) Direccion General de Servicios Pecuarios (DIGESEPE)
5) Instituto Nacional de Comercializacion Agricola (INDECA)
6) Direccion General de Bosques y Vida Silvestre (DIGEBOS)
- F. Major Contractor(s): Louis Berger International, Inc.
- G. Last/Next Evaluation: November 1987/December 1990

II. Project Purpose

To increase rural agricultural productivity and profitability. This will be accomplished through the development of diversified commercial agriculture, with emphasis on irrigated farm systems, and the transfer of production technology and marketing services to small farmers.

III. Project Description

The main focus of this Project is on small scale irrigated farms, where the farmers are producing non-traditional crops for export and local markets. For these producers the Project will provide required services to guarantee the success of their commercial enterprise and the sustainability of their level of production in quantity and quality.

A. Project Objectives/Outputs

The major outputs planned for this project include:

- * Establish soil conservation structures to protect 16,150 Hectares.
- * Establish small irrigation systems covering 3,510 Hectares.
- * Reforest 325 Hectares.
- * Construct/rehabilitate 6 laboratories/training facilities.
- * Establish 4 information systems.
- * Establish a pre-shipment program for exports.

B. WID Activities and/or Actionable Issues

The Social Soundness Analysis Section of the HAD Phase III Project Paper (Amendment No. 4) raised the following WID issues relevant to watershed management. These issues were cited by a USAID-funded study conducted by CARE:

- * When offered the opportunity many women are quite interested in agro-forestry and soil conservation activities.
- * There is a tendency for women to prefer income-generating activities with a relatively rapid return, and those which contribute to the family food budget (such as soil conservation, composting and vegetable gardening) as opposed to longer-term projects (such as reforestation of communal lands).
- * Women can and do find enough discretionary time to participate in social forestry activities if perceived as advantageous
- * Women's involvement tends to be more spatially constrained than men's, focussing on activities in the vicinity of the farmstead.
- * Women are often available to work during critical seedling production periods when many men are absent from the community working for wages on large estates.
- * Women overwhelmingly prefer to work in groups with other women or with women and children, rather than in groups with men.
- * Involving women in Project activities with an all-male Project field staff is often difficult, but not impossible.
- * Food assistance given to women in exchange for work is more likely to be consumed by the family than diverted to other uses.

The study found that women's participation and benefits would be enhanced under the HAD Project activities if the following guidelines were followed:

- * Baseline and diagnostic studies include consideration of women's needs, priorities and constraints
- * Watershed management plans incorporate agro-forestry and soil conservation activities involving women
- * Selection of field staff include recruiting qualified women promoters and technicians, and male promoters and technicians capable of working with women's groups.
- * Staff trained in skills and methods necessary to work with women's and mixed male/female groups; extension training should include culturally appropriate modules for organizing and training women's groups.
- * Monitoring and evaluation indicators should be included to measure progress towards women-related goals.

The June 1990 MUCIA/WID Project Report titled: Improving Statistics and Indicators on Women in Guatemala also recommends the inclusion of gender specific monitoring and evaluation indicators in this project's reporting system in order to be able to measure progress towards women-related goals. These indicators require lengthy and costly analysis, which cannot reasonably be carried out at this point. Alternative indicators should be considered.

The Environment and Natural Resources Component of this Project involves a continuation of CARE's relationship in reforestation and agro-forestry activities with both the GOG's forestry directorate (DIGEBOS) and the Peace Corps. The Project Paper also calls for the funding of a local-hire WID coordinator under the Cooperative Agreement with CARE, to provide technical and organizational skills in watershed management to farmers in HAD Project irrigation areas.

Outputs from the component, over its four year life, are projected to include the participation of 4,500 households in watershed management activities in 100 HAD irrigation site communities, and the direct improvement or protection of more than 7,000 hectares of land. Training of 20 DIGEBOS promoters and establishment of community based agro-forestry committees is also planned. A significant and growing percentage of female participation in these activities is projected.

The Integrated Pest Management component of the project is mandated to develop the capability of the Plant Protection Division of the Ministry of Agriculture to effectively monitor the distribution and use of all pesticides and agro-chemical materials throughout the country. Women and men, and sometimes children, are involved in the distribution, application, storage and disposal of pesticides and agro-chemicals. Women should be participants and beneficiaries in the process of dissemination of research results that is part of this component of the Project.

The Institutional Strengthening component involving the Non-Traditional Products Exporters Guild will conduct market information activities, training, and workshops for agribusiness entrepreneurs and managers. It is widely reported that women in rural communities in Guatemala are traditionally the marketers. Given women's experience in the local marketplace, their

involvement as participants and beneficiaries in the process of commercializing both traditional and non-traditional products under the HAD Project should be pursued.

The greater transfer of information to women, specifically regarding market demand and prices, brokers, wholesalers, packers and processors, pesticide residues, grades and standards, and available inspection and other services, will produce, over time, an increase in farm family income. The rational inclusion of women in the Project's overall market information system strategy is therefore an appropriate step to take.

Women in Guatemala are reportedly supplying a significant proportion of the non-traditional crop harvesting, packing and food processing services, including quality control in processing and packing of fresh and frozen products. Women's involvement, therefore, as participants and beneficiaries in the transfer of information regarding handling and grades and standards, in particular, is of importance to the Project.

C. WID Progress to Date

A baseline study to determine potential production capability in irrigation sites was carried out under the direction of the Project Administration Unit. It did not include specific consideration of women's needs.

Due to a protest in the selection process of the major contractor, which resulted in a delay in the contractors start date, the Project information system and the market information system, among other activities, are just now being established.

In relation to the Watershed Management Component of the Project, CARE has designated a WID coordinator and has established a specific WID initiative as part of their agro-forestry work. A 1989 progress report shows women's participation in the agro-forestry program increasing; female participants as a percentage of total participants increased from 11% in 1988 to 17% in 1989.

Actions and/or plans for the recruiting of female staff, the training of staff to organize and work with women, or the inclusion of gender related monitoring and evaluation indicators are not readily evident at this stage in the Project except in the area of agro-forestry where CARE and U.S. Peace Corps are active in the Project.

IV. Recommended WID Action(s) and Target Date(s)

1. Include the need to consider gender issues in the SOW for baseline and other planned survey.

Target date: September 1990 and on-going

2. Specify select basic information to be included in all surveys and interviews undertaken through the HADS project that, at a minimum must include:
 - a. Sex of person interviewed
 - b. Civil status

- c. Number of children in household who are:
 - 5 years old or less
 - 6-10 years of age
 - 11-14 years of age
 - 15-18 years of age
- d. Total number of adults (18 years or over) in household
- e. Approximate hours/week female household head spends in a list of activities that include productive and maintenance tasks
- f. Approximate hours/week male household head spends in a list of activities that include production and maintenance tasks
- g. Questions of seasonal variation
- h. Select questions to identify pattern of household decision-making
- i. Select questions to identify pattern of control of household resources

Target date: September 1990 and continuing

3. Conduct awareness training for ministry/agency personnel to examine actual and potential roles of women in project component areas. Initiate elaboration of modules described below.

Target date: January 1991

4. Develop training modules for persons indirectly or peripherally involved in activities, to complement training for those directly involved for project components such as in IPM, watershed management, technology transfer for commercial crops, and marketing. When the target audience of the module is women, the following factors should be taken into consideration:

- a. Timing, location and duration of training sessions to permit women to have minimal disruption of their home and child care responsibilities.
- b. Training which can be delivered, when necessary, to a higher percentage of illiterate and non-spanish speaking people.

Target date: February 1991

5. Promote incorporation of women into community-level committees associated with the different project component activities, while at the same time facilitating the access of women to technical information or training that would legitimize their participation on those committees.

Target date: September 1990 and continuing

6. The outreach activities of the Project should be designed to transfer appropriate harvesting, packing, and marketing technical information to women to the degree that they are found to actually and potentially to participate in those activities. As the farming becomes more technologically and commercially specialized, there is

the farming becomes more technologically and commercially specialized, there is likely to be a higher level of female involvement.

Available studies indicate that new technology is most effectively transferred to women by working with women's groups (rather than mixed or men's groups). However, the most effective technical instructors are, given previous role models, men. The women's groups to be attended by the DIGEBOS/CARE/Peace Corps personnel in twenty "mini riego" areas could serve as one type of conduit for effectively transferring pesticide use, marketing, harvesting, packing and other technology to women.

Target date: March 1991

7. There is a need for monitoring and understanding the overall impact of the technologies introduced, including their influence on women, on the existing farming systems, and on the socio-economic well-being of the farm families. The Mission should consider the following as possibilities for achieving an on-going impact analysis of the Project at a relatively low cost.
 - * Explore possibilities for feeding the impact assessment needs of this Project into the LAC Bureau Research Agenda.
 - * Develop a program with the Regional Environmental and Natural Resources Management (RENARM) Project to address among others, the IPM issue, including the transfer of technology to women and its impact on farm families.
 - * Design a Project monitoring set of tasks for the 15 Peace Corp Volunteers who are projected to work in 20 "mini-riego" areas. Arrange for the recruitment and "special placement" of a qualified Peace Corp volunteer to design and/or supervise the Project impact research.

Target date: February 1991

COOPERATIVE STRENGTHENING

I. Project Information

- A. Project Number: 520-0286
- B. PACD:
1) original: 07/28/91
2) amended: 08/31/94
- C. Responsible Program Office(s): Office of Rural Development
- D. Funding Amount(s):
1) grant: \$19,000,000
- E. Implementation Agency(s): National Federation of Savings and Loan Cooperatives (FENACOAC)
- F. Major Contractor(s):
1) World Council of Credit Unions
2) USDA/PASA
- G. Last/Next Evaluation: November 1989/June 1992

II. Project Purpose

Under the current project amendment the purpose of the project is to improve the capability of Guatemalan cooperatives by providing their members with access to a wider variety of services.

III. Project Description

The project is an institutional development program which combines technical and financial assistance to promote changes in operational policies, management and administration within cooperative federations and base-level affiliates. The focus has been on capital formation, interest rate reform, credit administration, and the development of income-generating services which benefit members and ensure the long-term sustainability of the participating organizations.

The amended project shifts emphasis from the federations to working more directly with base-level federation affiliates and independent agricultural cooperatives. The objective is to improve their economic viability and service delivery functions by offering a broader range of technical services to address the needs of non-credit union organizations.

The project attempts to strengthen the business activities of the cooperatives and federations through production-oriented strategies designed to increase the productivity and

production of cooperative members. Market-oriented strategies designed to increase the volume of marketing conducted by the cooperatives, are also being pursued.

A. Project Objectives/Outputs

Major Outputs	<u>LOP</u>
1. Membership Growth	8,000
2. Savings Growth	1,178,171
3. Capital Growth	2,075,869
4. Cooperative Staff Trained	1,500

B. WID Activities and/or Actionable Issues

The Project amendment documentation sets out expected project impact targets under a primary goal of improving the socio-economic well-being of low-income, rural residents and a sub-goal of increasing the overall productivity of cooperative members.

The monitoring plan described in the amendment calls for a new system which would provide continuous tracking of progress towards these targets, based on a set of goal, sub-goal and purpose level indicators. However, the last SAR and other documentation indicates that the project's progress indicators may have been limited to a series of global Project indicators such as those listed above under Project Objectives/Outputs.

The social soundness analysis of the Project amendment states that the monitoring system should develop gender disaggregated statistics on the flow of project benefits and resources.

One issue of particular concern is the notion that cooperative marketing enterprises often reduce women's control over income by removing them from the marketing function and causing the income to flow to the male partner, regardless of the amount of labor contributed by the female. The effect of this on family well-being may be negative.

C. WID Progress to Date

No specific measurement of this project's impact on women is evident in documentation made available.

The latest SAR does not disaggregate any information by sex.

IV. Recommended WID Action(s) and Target Date(s)

1. Introduce into the project's on-going monitoring system activities that could be included in the SAR, for example, a series of indicators that demonstrate whether the project is moving towards its primary goal of improving the socio-economic well-being of low-income rural residents. In particular, specific indicators for impact on women should be included. This would be an excellent time to initiate the tracking of this information since the monitoring system is still being finalized. Moreover,

women should be included. This would be an excellent time to initiate the tracking of this information since the monitoring system is still being finalized. Moreover, the global indicators currently listed on the SAR do not provide any information to measure whether there is any advancement toward that goal.

Target date: Next SAR

2. For the global indicators, data on cooperative staff training should be disaggregated by sex according to type of training; and membership and savings data should be disaggregated by sex.

Target date: January 1991

3. Conduct awareness training for federation/cooperative personnel at managerial as well as implementation level. One of the objectives would be to examine the direct and indirect involvement of women in the project areas as well as to address the question of whether the cooperatives and federations could benefit if women were more directly involved.

Target date: First quarter 1991

4. Women as well as men should be notified and invited to attend sessions in transfer of technology designed to increase the productivity and production of existing crops and decrease unit costs. The importance of the timing and location of sessions to female participation should also be kept in mind.

Target date: Initiation of transfer of technology session in 1991

5. Where pesticides are a part of the technology, care should be taken to ensure that women as well as men receive adequate instruction in the safe handling, application, storage, and disposal of pesticides and pesticide containers. Even when women do not work directly with pesticides, they and their children are in contact with it, and actually may be at an even greater risk due to inadvertent and accidental exposure. How to transfer this information to women should be a topic that all agricultural technicians are able to consider and address. It could become a topic for consideration and resolution at the forthcoming RENARM-sponsored five-day course to be given to cooperative technicians and leaders.

Target date: October 1990

6. Incorporate the need to specifically examine the direct and indirect impact of the project on women into the SOW for the project evaluation scheduled for June 1992.

Target date: Issuance of SOW, April 1992

7. It is recommended that an informal analysis of the progress towards project goal achievement indicators take place within the next twelve months. This could be

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done internally with project staff. It is important, for example, to have some documented indication as to the effect that cooperative activities are having on income controlled by women and on family well-being in general. If the impact is positive, this should be highlighted in project reporting.

Target date: October 1991

PILOT COMMERCIAL LAND MARKETS II

I. Project Information

- A. Project Number: 520-0343
- B. PACD:
1) original: 8/30/88
2) amended: 8/30/94
- C. Responsible Program Office(s): Office of Rural Development
- D. Funding Amount(s):
1) grant: \$14,500,000
- E. Implementation Agency(s): Penny Foundation (Fundacion del Centavo)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: None/April 1, 1992

II. Project Purpose

To establish and expand the Fundacion del Centavo voluntary land purchase/sale program as a self-supporting activity, capable of increasing agricultural productivity and incomes of the rural poor, and to identify and promote additional instruments to increase production and reduce pressure on agricultural lands.

III. Project Description

Under the grant, \$9.1 million is to be used by the Penny Foundation to purchase farms for re-sale to the beneficiaries, and also provide them with production credit and technical assistance to enable them to repay their loans. An additional \$1.4 million is reserved for AID for technical assistance, research and monitoring of the project. Research activities include identifying alternative mechanisms to provide access to land, and means to improve the efficiency of the land transfer process.

A. Project Objectives/Outputs (Planned EOPS)

1. 50% increase in production of under-utilized land bought and sold by the Penny Foundation.

2. Positive cash flow for the Penny Foundation, starting in 1992, from annual purchases of 1,350 hectares, and sale of 360 farm parcels to beneficiary families.
3. Net average incomes of \$3,200 per annum in constant 1977 currency in the third year from date of purchase for the rural poor participating in the program.
4. Methods identified to expedite processing of parcels.
5. Needs, goals, feasibility and methods identified for reform of registry.
6. Institutions and/or financial mechanisms identified to establish the long-term financing for small and medium farm purchases and design of a follow-on project.
7. Three additional organizations identified and contacted to manage programs like Penny Foundation.
8. Policy and project implications identified from studies of at least three additional land related problems.
9. Clearly defined GOG land policy and identification of problems.
10. Policy recommendations made regarding real estate registration and titling.

B. WID Activities and/or Actionable Issues

The Social Soundness Analysis of the Project Paper raises several gender issues:

1. The selection criteria for women to participate in the Project does not exclude women although their capacity to run a farm is more carefully criticized than that of men.
2. The wife's ability to retain possession of land after the death or incapacity of her husband is not assured.
3. The effect of this Project's land acquisition on the income of women, which they may earn on other tasks and/or which they may traditionally control, is not known.

C. WID Progress to Date

The baseline study data are not yet available. The management information system does not yet have established indicators to determine progress in achievement of outputs and it is not clear if the baseline study will provide relevant WID indicators and goals.

The baseline survey and five other surveys related to land tenure issues are reportedly underway. The Land Tenure Center under the LAC/OR/RD Tenure Security and Land Market Research is still analyzing the baseline survey information. It was to have been completed at the initiation of the Project.

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IV. Recommended WID Action(s) and Target Date(s)

1. The baseline survey data being processed by the Land Tenure Center should include gender specific information and should be incorporated into the MIS system called for in the Project Paper. Appropriate WID goals and indicators need to be established for the Project as part of the overall monitoring system. Further, the role of women needs to be understood in order to establish appropriate indicators.

Target date: October 1990

2. Some of the WID indicators that were suggested by the June 1990 MUCIA/WID report on "Improving Statistics and Indicators on Women in Guatemala" should be considered. Examples are:

- * Changes in total family income
- * Size and sources of women's income before and after project
- * Amount of income controlled by women and intra-family distribution of resources
- * Family health and (where possible to measure) diet quality
- * Women's labor time by task before and during project
- * Type and amount of crops and livestock produced by women
- * Degree to which women are included in all market development activities

Target date: October 1990

3. It is understood that the first Environmental Education Program Workshop is now underway for the Project technicians and that they will, in turn, design a pesticide use course and materials for the beneficiary farm families.

Both women and men should receive instruction about the safe application, handling, storage and disposal of pesticides.

Target date: January 1991

4. In very general terms, women should be incorporated into the process of technology transfer according to their actual and potential roles in production and marketing.

Target date: January 1991 and on-going

5. The Rural Land Financing Project (520-0389) scheduled to commence in 1992, will be a continuation, in a large part, of this project. The new project will provide assistance to farmers to increase their agricultural productivity, to provide opportunities for non-agricultural productive employment (of specific interest to women), and to provide measures for population planning to assure sustainability. This will be done through policy dialogue, access to credit, and a pilot land purchase program with local NGOs. Needless to say, women will have a role to play in the project's execution and in its long term success. Therefore, it is important the

project design incorporate specific activities oriented toward encouraging women's participation in the program, as well as ensuring that barriers to their participation do not exist, especially in regard to access to credit and purchase of land. Any technology transfer undertaken should be provided to both women and men, given research which finds that women farm as well as men when given similar access to land, inputs, education and training.

Target Date: Incorporate gender-sensitive experts in project design team, establishing verifiable goals related to women participation.

SMALL FARMER COFFEE

I. Project Information

- A. Project Number: 520-0381
- B. PACD:
1) original: 07/21/97
- C. Responsible Program Office(s): Office of Rural Development
- D. Funding Amount(s):
1) grant: \$11,000,000
- E. Implementation Agency(s):
1) ANACAFE
2) Ministry of Finance
- F. Major Contractor(s): AGRIDEC
- G. Last/Next Evaluation: None/April 1991

II. Project Purpose

To carry out a program of services that combines extension and credit for increasing the yields and incomes of small farm coffee growers.

III. Project Description

The project combines the provision of credit resources by the GOG with management by private banks and the private extension system of ANACAFE. Small farmers will be provided with 7 year loans to renovate a manzana (1.75 acres) of old coffee with yields expected to increase from less than 8 cwt. to over 30 cwt. per manzana.

A. Project Objectives/Outputs

1. 8,100 Mzs. renovated.
2. Processing facilities constructed or renovated.
3. Net income/mz. increased three to four fold.
4. Yields increased to 30 qq/mz.
5. Banks participating in subsequent financing.
6. Under 10% delinquency on loan repayment.
7. X, Y, and Z short term courses for technicians, farm leaders and farmers.
8. Increase from 22 to 40 ANACAFE extension agents.
9. Increase from 0 to 4 credit agents.

B. WID Activities and/or Actionable Issues

The Social Soundness Analysis of the Project Paper called for a detailed gender analysis to be conducted and for the specific recommendations to be fully incorporated into the Project implementation plan, the training program, and into the extension methodology. This analysis was conducted in July 1989 and is titled "Gender Issues in Small Farm Coffee Improvement Project" (ORD Report No. 32).

The study raised four principal gender issues which merit careful consideration under this project.

1. Women's access to technical assistance and information.
2. Women's access to credit.
3. Women's control over income from coffee.
4. Men's attitudes towards women's participation in project activities.

The evaluation section of the Project Paper calls for four evaluations during the Life of the Project. It is specified that the project's impact should be measured by

1. initial baseline data gathering in the project areas,
2. periodic surveys during the Project Period, and
3. a final impact survey.

The roles of women and children are listed, along with cropping patterns, yields and other factors, as categories of information to be tracked and assessed for changes. The Social Soundness Analysis also found that a significant proportion of the harvesting, processing, and sorting of coffee beans is carried out by women. The project is expected to have a direct and positive impact on women as potential beneficiaries of loans, as family members of farmers receiving loans, or as a result of increased labor demand on neighboring farms.

C. WID Progress to Date

The project has been delayed due to problems in getting the necessary approvals from the GOG for trust fund agreements. The ANACAFE personnel are now establishing bench-marks for the project. These include production costs, yield data and targets, current technology, and division of labor (disaggregated by sex and by who performing within the family).

IV. Recommended WID Action(s) and Target Date(s)

1. This report endorses the recommendations made in the previously cited ORD Report No. 32: "Gender Issues in Small Farmer Coffee Project". These realistic and "do-able" recommendations are summarized as follows:

- * Include women in ANACAFE meetings and training sessions.
- * Sensitize ANACAFE personnel through convincing and demonstration regarding the importance of training women in new coffee production techniques.
- * Legitimize women's access to information on improved coffee production techniques by inscribing both male and female household heads as project participants.
- * Make interest and the "need to know" the determining factors for inclusion of women in any training sessions.
- * Record and analyze breakdowns of membership in "Grupos de Amistad y Trabajo" by region, size of land-holdings in coffee per household, and land ownership by women and men in order to understand regional patterns of stratification in the distribution of and access to land.
- * Develop strategies to assist households which cultivate coffee but have more restricted access to resources.
- * Provide non-Spanish language technical assistance when appropriate.
- * Develop strategies to minimize short term hardships due to the interruption of routine marketing funds that women rely on when coffee has traditionally been grown in association with another crop.
- * All project data collected, whether baseline, evaluative or technical, should include women as well as men.

Target date: Begin immediately and set up schedule for implementation

2. As a minimum, indicators should be established which will measure the following in terms of percent of women relative to total persons participating in the project:

- * Percent women receiving training in coffee renovation and production technologies.
- * Percent women trained in improved coffee processing technology.
- * Percent women trained as technicians, extension agents, and para-technicians.

Target date: October 1990

3. The SOWs of the periodic surveys planned during the life of the project and the four project evaluations should have well designed and integrate gender considerations. For example, the roles and levels of participation of women and men should be distinguished as information is gathered concerning changes in cropping and livestock patterns and yields, technical assistance received, marketing patterns, soil conservation and water use, purchases, credit received, educational level literacy, etc.

Target date: Initiate January 1991

MAYA BIOSPHERE

I. Project Information

- A. Project Number: 520-0395
- B. PACD:
1) original: 08/30/94
- C. Program Office(s)
Responsible: Office of Rural Development
- D. Funding Amount(s):
1) grant: \$10,500,000
2) loan:
- E. Implementation Agency(s): National Council for Protected Areas (CONAP)
- F. Major Contractor(s): Pending
- G. Last/Next Evaluation: None/annual evaluations

II. Project Purpose

The purpose of the Project is to improve the management of renewable natural resources and to protect the biological diversity and tropical forests in the Maya Biosphere Reserve.

III. Project Description

The Maya Biosphere Reserve comprises 1.5 million hectares located in the northern area of the Peten. It is an area that is predominately composed of savanna, subtropical wet forest, subtropical rain forest and wetland ecosystems. These ecosystems are of economic value because they hold valuable tropical hardwoods such as mahogany and cedar, and extractive reserves such as chicle (gum), xate (an ornamental palm), pimienta gorda (allspice) and rattan. Most of the land in the Biosphere has low-nutrient, karstic soils with little or no topsoil, poor drainage and fragile structure. The large majority of these soils can only be used for forestry or extractive reserve activities. Agricultural production on soils of this type is not only economically unsustainable, but causes severe environmental degradation in very short periods of time.

Largely unsettled after the decline of the ancient Maya civilization, Peten's population has increased ten-fold since 1964 to approximately 250,000, and the land area in agricultural production has increased fifty-fold. A large percentage of this area has now been degraded by nutrient depletion and severe erosion. Slash and burn agricultural practices are deforesting approximately 40,000 hectares per year. As a result of these population pressures and unmanaged growth, primary forests are projected to disappear within thirty years, while the limited water supplies are becoming increasingly polluted.

This Project proposes to achieve its purpose by implementing three complementary components. One activity is to promote the protection of the Reserve through the strengthening of key GOG institutions to enable them to enforce the legal protection of Biosphere resources. The second component will develop a trained human resource base in Environment and Natural Resources (ENR) Management through education, awareness and policy development. The third component will promote the use of the Reserve through the identification and development of viable, sustainable economic alternatives for the residents of the Reserve.

A. Project Objectives/Outputs

The Maya Biosphere Project will result in the following conditions essential for achievement of the Project purpose:

1. Strengthened and institutionalized protected areas management capabilities within CONAP and other counterparts.
2. Increased number of equipped and trained park guards to protect the Biosphere Reserve from destruction of natural and cultural resources.
3. Formation of a large body of applied research in the areas of conservation, environmentally benign economic activities and marketing techniques that will provide the bases for future sustainable Biosphere natural resource management activities.
4. The development of economically and technically viable activities in and around the protected area of the Maya Biosphere that will increase the incomes of target populations while conserving renewable natural resources.
5. Extension agents trained and equipped in the use of these sustainable income-generating activities that conserve natural resources, and in the elaboration and enforcement of forestry management plans.
6. Increased ENR awareness of decision-makers and the general Guatemalan population, especially in the Biosphere area itself.
7. Students educated in ENR concepts at the primary and secondary school level, and university ENR management programs developed in order to produce more professionals in this field.
8. Propagation of a clear understanding of the impact of laws and regulations that impact ENR management in Guatemala, and improved GOG capability to analyze and redress unsuitable policies, laws and regulations that negatively affect the environment and natural resources.
9. A demonstration unit of sustainable timber production and harvest of extractive reserves.

B. WID Activities and/or Actionable Issues

The design of this Project has benefited from a contribution on gender issues to the Social Soundness Analysis by Marianne Schmink of the Center for Latin American Studies of the University of Florida. Dr. Schmink worked with Dr. J. Kathy Parker, a Social Ecologist, in the preparation of the Social Soundness Analysis.

The following WID activities were identified and discussed by Doctors Schmink and Parker:

1. Although there are no published or systematic studies about the division of labor by gender in the Peten, nor how it might be changing, women do play a major role in the management of natural resources, since they are responsible for supplying water and fuelwood for their family's needs.
2. Especially in communities oriented to forest extraction, women's detailed knowledge of fuelwood species could be an important resource for development and conservation efforts.
3. Women also are actively involved in home garden production and in the processing of agricultural and extractive products. Some women, especially those without children, also work as xate collectors or as cooks in xate camps. Women also participate in most agricultural tasks when necessary. These productive activities tend to be invisible because of the prevailing cultural notions that assign women to tasks around the house, even though the reality of subsistence life may require them to be in the field or the forest.
4. Complex migratory patterns in the Peten affect the gender division of labor in ways that have not yet been analyzed. In unstable frontier settlements, especially those like the Peten with uncertain land tenure arrangements, men frequently migrate to work in seasonal activities in inaccessible work camps, leaving their families on their agricultural plots or in town. Women are often left to fend for themselves for months or years with no word of their husbands. Many women in the Peten can therefore expect to be de facto heads of household for some portion of their lifetime.
5. Women have a strong stake in the long-term fate of the Peten for their children's sake, and are often left with crucial responsibilities for management of the family's resources. They are more stable regional residents, in general, than men. Women should, therefore, be considered key allies in the Maya Biosphere Project.

C. WID Progress to Date

The Project Paper has not yet been signed.

IV. Recommended WID Actions

The following recommended actions are taken, in large part, from the March 1990 report "Gender Factors in the Mayan Project, Guatemala" by Dr. Schmink.

1. Research, monitoring and evaluation activities are essential to document and improve the project's integration of women. A specific plan to carry out a diagnostic study of the gender division of labor in the project region should be part of a baseline study.

The study should include a "rapid reconnaissance" diagnostic survey that would focus on the relationship between agricultural and extractive activities, and the effects of migratory patterns on the gender division of labor. The diagnostic survey should concentrate on poorly-understood socio-economic aspects of production systems in different parts of the project area. The survey should be carried out with the participation of personnel from local institutions, ideally with the assistance of researchers already trained in gender analysis. The teams organized during this initial diagnostic exercise can help to monitor changes throughout the project.

Target date: Start of Project

2. More in-depth analyses of these and other changes could be produced by encouraging academic researchers, including Guatemalan and foreign graduate students, to carry out their thesis work on these subjects.

Target date: On-going

3. The baseline study should also establish indicators of women's participation and of the project's impact on women, for use in the monitoring and evaluation plan. These indicators should include, for example: the number of people trained in gender analysis; the number of women employed in the project; the number of women trained by the project; the number of women employed or involved in new income-generating activities; women's access to credit, technical assistance, and other project resources; returns to women's unpaid labor and the impact of new technologies on their time use; and the linkage between income gains and improvements in nutrition and other measures of family welfare.

This and the previous activities could be supported, at least in part, by "buy-ins" to the ROCAP RENARM Project which is mandated to assess impact of specific project actions and to support procedures to integrate WID into RENARM activities.

Target date: Start of Project and on-going

4. Representatives of key institutions should form a small committee to coordinate gender-related activities. Project executing institutions (e.g. CONAMA, CONAP,

DIGEBOS, and IDAEH) can work on this committee with representatives of national and local organizations concerned with different aspects of women's issues. The committee will pursue opportunities for working together with women in the Peten (e.g. Fundacion Dolores Bedoya de Molina has a proposal for grass-roots training in environmental education for women leaders, and Fundacion para el Desarrollo de la Mujer is interested in expanding its women's credit program to the Peten). A WID specialist should be contracted to work with the project's WID committee periodically throughout the project, in order to assist with adaptation of the WID strategy to changing circumstances.

Target date: Start of Project and on-going

5. Women could play an important role in the production, processing and marketing of alternative forest products such as ornamental and medicinal plants, fuelwood and fruit trees, and community nurseries. Project activities aimed at diversifying production and extraction systems (e.g., community forest management and agro-forestry) should develop ways of working with groups of women to provide them with access to project resources.

A WID specialist should assist personnel of key institutions to programmatically support sustainable economic activities of women.

Target date: Six months after Project start and then on-going

AGRIBUSINESS DEVELOPMENT

I. Project Information

- A. Project Number: 520-0276
- B. PACD:
1) original: 3/21/90
- C. Responsible Program Office(s): Office of Rural Development (overall) and Private Sector Programs Office (BOG Component)
- D. Funding Amount(s):
1) grant: \$4,001,000
2) loan: \$9,500,000
- E. Implementation Agency(s):
1) Bank of Guatemala
2) Natural Agricultural Development Bank
3) Non-Traditional Products Exporters Guild
- F. Major Contractor(s): National Cooperative Business Association (NCBA)
- G. Last/Next Evaluation: November 1987 and November 1989/1991

II. Project Purpose

The purpose of the overall project is to provide small farmers with profitable outlets for their fruit and vegetable production through new or expanded agribusiness enterprises in rural areas. The goal of the project is to increase rural family incomes through improved production, storage, processing, marketing, and employment opportunities for high-value crops. The sub-goal is to expand and diversify Guatemala's export of non-traditional agricultural products. As a consequence, rural employment and incomes will be increased through new or expanded agribusiness enterprises in rural areas and through more intensive use of family and hired labor for high value crops.

III. Project Description

The Project has the following components:

1. Bank of Guatemala: provides lines of credits to BANDESA and the commercial banking system for on-lending to cooperatives and private firms. Credit is available for fixed assets and working capital requests, and for feasibility studies for private and cooperative agribusiness.

2. Grant to the Non-Traditional Products Exporters Guild (GREMIAL) to develop a market information system and to strengthen its export and investment promotion activities.
3. Cooperative Improvements: provision of assistance to strengthen the management and operating procedures of cooperatives and farmer associations, and to improve the marketing of fruits and vegetables produced by their members.

A. Project Objectives/Outputs

1. At least 5,000 small farmer members of groups and/or cooperatives have improved agricultural productivity and reduced post-harvest product losses through more timely access to and use of agricultural production credit and packing/storage facility investment credit from BANDESA.
2. At least 850 jobs for rural families created by the establishment and/or expansion of agribusiness enterprises, of which 50% will be women.
3. Establishment and/or expansion of at least 20 private agribusiness enterprises.
4. Institutionalization of improved agribusiness credit analysis and loan appraisal in four private finance companies, three commercial banks and BANDESA.

B. WID Activities and/or Actionable Issues

The Project Paper (pg. 58) indicates that, for the project as a whole, most of the employment opportunities created in the processing of agricultural goods will be held by women. One of the project's objectives is to ensure that 50% of new jobs generated will be for women. Other studies support this premise, i.e., ALCOSA, which found that most of the employees of agro-processing plants are women. Women are also active in post harvesting activities such as storage, food preparation and marketing. Clearly, at least indirectly, this project will have an impact on women, since it is providing the financing and related credit for the development of agribusiness enterprises, which leads to the generation of employment and income earning opportunities in rural areas, for men but especially for women.

C. WID Progress to Date

The mid-term evaluation of the whole project (Arthur Young, 1987) indicated that the Bank of Guatemala component had only marginal success, while the other two components were progressing relatively smoothly. One of the recommendations of the evaluation was the development and implementation of a socio-economic impact review system to monitor performance of the components in terms of incremental income benefits for the rural poor. Unfortunately, this recommendation was not complied with; it would have provided critical data regarding the impact of project on both men and women, as well as provide direction for future loan and credit schemes.

To date, however, other than observations by project management as to the increased number of women participating in the agro-processing plants (shrimp and cut flower, for example),

there has been no attempt to assess project's impact on either sex. Gender disaggregated data has not been collected nor reported in the SARs.

The Agribusiness Cooperative Improvement Component has merged into the Cooperative Strengthening Project scope of activity (520-0286) as this Project reached its PACD. The GREMIAL component has finished and the activity continued under the HADS Phase III Project. The Bank of Guatemala component has received a no-cost extension to allow expenditures of the remaining funds. A final evaluation of this component is programmed for early 1991.

IV. Recommended WID Action(s) and Target Date(s)

Although this Project will be ending shortly, several components of its activities are being merged into on-going projects. For this reason, the following recommendations are made to ensure that specific lessons learned from this Project can be incorporated into on-going activities.

1. In the anticipated end-of-project evaluation for the BOG component, an assessment of the impact of the project on the target group, i.e., small farmers, disaggregated by sex, should be incorporated into the evaluation design. Data should be gathered on such factors as increases in income and expenditures, division of labor, access to productive resources, income streams, etc. The gathered data should be disaggregated by sex. Assessment of the data should include the questions as to what level women versus men received credit, etc.

Target Date: Include in scope of work of end-of-project evaluation, anticipated for early 1991.

2. Existing research on women and agribusiness indicate that the impact on women is both positive and negative; positive in the sense that employment opportunities are afforded, that management prefer hiring women for health and work responsibility factors. However, it also tends to delegate or "track" women to lower paid, seasonal jobs. This and other research questions should be assessed in the project's evaluation.

Target Date: Include in scope of work of end-of-project evaluation.

3. The final evaluation should serve, and not only in regard to gender issues, to guide the Cooperative Strengthening Project. The mission should consider combining the recommended analysis of progress towards the goal of that Project (recommendation No. 4 of Project 520-0286) with the planned assessment of the impact of this project.

Target Date: Upon completion of evaluation.

AGRICULTURAL PRODUCTION AND MARKETING SERVICES

I. Project Information

- A. Project Number: 520-0363
- B. PACD:
1) original: 8/31/90
2) amended: 02/28/91
- C. Responsible Program Office(s): Office of Rural Development
- D. Funding Amount(s):
1) grant: \$1,100,000
- E. Implementation Agency(s): Confederacion de Unidad Sindical de Guatemala (CUSG)
- F. Major Contractor(s): American Institute for Free Labor Development (AIFLD)
- G. Last/Next Evaluation: January 1989/January 1991

II. Project Purpose

To provide the Confederacion de Unidad Sindical de Guatemala (CUSG) with the institutional capacity to administer a service delivery system to its affiliate farm unions. These services will consist of production credit, technical assistance, marketing and education.

III. Project Description

The objectives of this project are to improve the quality of life of affiliate farm unions, and to promote agricultural development and democratic pluralism in Guatemala. The project includes components of Administration, Credit, Marketing, Technical Assistance and Training. The current project area includes 44 unions in 11 municipalities in two coastal departments and two more in western highlands, covering an area of 2,360 square kms. Project expansion is planned to different regions.

A. Project Objectives/Outputs

1. Increase the income and improve the quality of life of CUSG affiliated members.
2. Promote agricultural development and organization of members through pilot programs.

3. Institutionally strengthen CUSG through the provision of assistance in administrative, financial and technical functions.
4. Contribute to the development of democratic pluralism by promoting the economic interest of the campesinos.

B. WID Activities and/or Actionable Issues

No specific WID activities were called for in this project nor is gender differentiated information concerning Project accomplishments evident in the limited project information available at this time. A somewhat gender sensitive baseline survey was conducted in 1989 which provides some clues regarding women's role in the household, education level, rights to land, etc. Unfortunately, no indication as to whether women were members of the union was reported, although potentially the information is available in view of the way the questionnaire was prepared.

C. WID Progress to Date

Although the latest SAR provides information in a gender disaggregated format, the participating of women is currently at 0%. A discussion with the AIFLD Project Manager indicates that women are involved in the organizational side of the Project, and that the Project is working with several women in the leadership training activity. Further assistance is being provided to both men and women in the marketing of sesame.

One issue of concern, similar to that discussed in regard to the Cooperative Strengthening Project (520-0286), is the perception that Cooperative marketing enterprises often reduce women's control over income by removing them from the marketing function and causing their income to be given to the male partner. Other studies indicate that the effect of women's loss of control of income on the family's well-being is negative.

IV. Recommended WID Action(s) and Target Date(s)

This Project has received a no-cost extension through February 1991. In view that the project is near completion only one recommendation is made regarding gender considerations.

1. A gender sensitive end-of-project evaluation should be performed. In addition to reporting performance indicators disaggregated by sex, an assessment of the socio-economic well-being of both female and male rural residents should be considered. Changes in sales performance, employment, wages, household income and division of labor disaggregated by sex, should be examined in order to address the question of whether cooperative marketing enterprises do reduce women's control over income, and its corresponding impact on family well-being.

Target Date: Include in the scope of work of the end-of-project evaluation, scheduled for January/February 1991.

2. HEALTH AND FAMILY PLANNING

- 2.1. Expansion of Family Planning Services -520-0288
- 2.2. Immunization and ORT Services for
Child Survival - 520-0339

EXPANSION OF FAMILY PLANNING SERVICES

Project Information

- A. Project Number: 520-0288
- B. PACD:
1) original: 12/31/87
2) amended: 12/31/91
3) proposed: 9/1/92 Proposed addition of \$4 million will extend PACD to September 1, 1992. This is preliminary to developing the new Improved Family Health Project (-0357) which will integrate Maternal Child Health and Family Planning programs.
- C. Responsible Program Office(s): Office of Human Resources Development (OHRD)
- D. Funding Amount(s):
1) grant: \$31,331,000
- E. Implementation Agency(s):
1) Ministry of Health, Family Planning Unit (FPU)
2) Guatemalan Family Welfare Association (APROFAM)
3) Importers of Pharmaceutical Products, S.A. (IPROFASA)
4) Guatemalan Association for Sexual Education (AGES)
5) Experiment in International Living (EIL)
- F. Major Contractor(s):
1) PSC
2) Juarez & Associates
3) Experiment in International Living
- G. Last/Next Evaluation: January 1988/July 1991

II. Project Purpose:

To expand the utilization of family planning services and information provided by public, private and commercial sources. The purpose will be achieved through integration of maternal health services and selected child survival interventions designed to reduce the reproductive risks of women during their fertile age.

III. Project Description:

The project presently has five implementing agencies: APROFAM, AGES, IPROFASA, MOH, and a contract with the Experiment in International Living, which is developing grant

agreements with local private groups. Each agency has different goals and methods, which are discussed separately below.

The Ministry of Health (MOH) component of the project operates under project number 520-0288 G, (\$2,855,100) through the Ministry's Family Planning Unit (FPU). The FPU provides family planning training, supervision and supplies to the MOH's network of health posts and centers. Personnel include physicians, graduate and auxiliary nurses, rural health technicians, social workers, and health promoters. It provides technical assistance to Health Centers for IUD insertion and for surgical contraception at National Hospitals.

The Guatemalan Family Welfare Association (APROFAM) Component of the project is implemented by the Association for Family Welfare, under agreement 520-0288A. This component is designed to extend the availability of family planning services through:

1. Community Based Distributors (CBD). The project includes training, supervision and logistics for volunteer distribution posts. They currently have 2,000 distributors, 65% of whom are women.
2. An Information, Education and Communication (IE&C) department which carries out mass media campaigns, leader education and publishes printed materials at all levels. A new education program targets "parvalos," nursery school children, and their mothers.
3. Thirteen clinics which provide family planning services, including voluntary sterilization, and maternal-child health services.

The Guatemalan Association for Sexual Education (AGES) component of the project is implemented under agreement No.520-0288 AGES. It is implemented by the Guatemalan Family Life Education Association, (AGES). The Association provides family life education to Guatemalan parents, young adults and teachers, and offers referral services. A maternal/child health education program is currently being developed.

Although the program began in marginal urban areas, and still has a strong focus there, it began new rural activities in 1987 and is now, according to the Director, directing 4/5 of its attention towards rural areas. The urban program consists of educational activities in elementary and high schools and a program to reach young people with Family Life education. In the capital there is also an AIDS information and testing program. In rural areas, education support is provided to communities at all levels, through schools, parents, leadership committees and the interested communities at large. They have found that their most effective entry is through the steering committees set up as part of their scholarship program. This program provides a small stipend to the families of girls who continue in school, as well as a small subsidy for school supplies. It recently experimented with different ways to design and present Spanish/Mayan language family life education materials, including birth spacing.

The Importers of Pharmaceutical Products, S.A. (IPROFASA) component is a for-profit private sector company serving as a vehicle for contraceptive social marketing and distribution. It has been very successful in reaching urban markets with low-cost contraceptives and in training

distributors and pharmacists. It has been researching strategies to reach Mayan populations since 1987, but has concentrated in urban areas. New outreach activities include setting up mini-pharmacies in rural areas and the introduction of new products. Research on marketing to Mayan areas continues.

The Experiment in International Living component was chosen to administer a new component of the project added in the last amendment: an umbrella organization, (Maternal/Child Health Support Project, PAMI) to promote activities of small non-governmental organizations (NGOs) in maternal-child health. After almost a year in operation, it has 10 functioning projects and 2 in initial stages. The chosen projects must be community-based, located in areas where services are currently unavailable, show potential for self-sustainability, and deal with maternal-child health. Not all projects offer family planning. Start-up funds will be obligated by the end of 1990 and the remainder of the project will provide training and technical assistance to the organizations.

A. Project Objectives/Outputs

1. The MOH Family Planning Unit will:
 - * Distribute contraceptives to health centers and posts, including support for IUD insertion and surgical contraception, with a goal of 255 Couple Years of Protection (CYP);
 - * Train MOH personnel (1,805 trained in 54 courses);
 - * Take responsibility for 11 Health Areas transferred from APROFAM to the MOH.

2. The objectives of the APROFAM component are:
 - * Community Based Distribution - 194,000 new acceptors, 206,000 Couple Years of Protection (CYP), 2000 active distribution posts.
 - * Clinics - 30,000 new users, 505,000 CYP, 20,000 Voluntary Surgical Conceptors (VSC), 35,000 Maternal-Child Health (MCH) interventions.
 - * Training - 171 Courses and 4000 participants.
 - * Publications for Opinion Makers - 26,000
 - * Information Education and Communication - 670,000 Radio spots

3. The objectives of AGES component is to:
 - * Establish 6 new sites (centers);
 - * Serve 289,000 clients;
 - * Train 180 trainers and supervisors;
 - * Train 195 district supervisors; and
 - * Provide scholarships to 1,935 girls.

4. The IPROFASA component will include:
 - * Continuation of contraceptive sales and social marketing, for 65,00 CYP;
 - * Diversification of products to include three new contraceptive products and a non-contraceptive line;
 - * Research, testing and expansion of marketing in Mayan areas; and
 - * Training for retailers and for the Private Sector program.

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The PAMI/Experiment in International Living component objectives were not specified in terms of specific outputs.

B. WID Activities and/or Actionable Issues

The project per se benefits women to the extent that it is reaching them, since it is directed at women with reproductive risks or those that desire to plan their families. Management of reproductive risk for women is especially important since maternal mortality is the second most common cause of death of women (Bossert and Peralta, 1987). Contraceptive prevalence, however, is only 23%, the lowest in Central America and among the lowest in Latin America (Encuesta Nacional de Salud Materno Infantil, 1987, p.45). The project is targeting those at highest reproductive risk: women under 18 or over 35, those with four or more children, and those with intervals of two years or less between pregnancies. Related to the risks of child-bearing are those of induced abortion. In 1987, Bossert and Peralta estimated that half of maternal deaths are abortion-related (xvii) and that 75% of women who had induced abortions required medical attention (p. 100). (The true incidence of induced abortion is unknown since abortion is illegal.) The estimated use of unsafe induced abortions adds urgency to the need to ensure that all couples have access to Family Planning services.

Although the project is reaching increasing numbers of women, it is not satisfying the demand: the percentage of fertile couples reached is declining due to the very high rate of population growth the project is trying to affect. Dr. Raul Rosenberg, the Director of the Ministry's Family Planning Unit, estimates that between 150,000 and 175,000 women are added annually to the population of women of fertile age. Family Planning is more prevalent in urban areas versus rural, Mayan areas, where acceptance falls to an estimated 5 to 5 1/2%.

Several areas of gender-related concern exist. Although some are specific to a project component, several apply to more than one area. The latter are 1) concerns over gender-related constraints to access, especially for rural Mayans; and 2) the paucity of information messages directed towards men, despite their heavy influence on decision-making. These are elaborated on below.

1. **Access to family planning services is limited, especially for Mayans.** Over half of Mayan women, 58.4%, had never heard a message about family planning (1987 Demographic Health Survey). An analysis of that 1987 data found that almost 60% of Mayan women did not know of even one modern method of family planning. Lack of knowledge may be a deterrent even for those with some familiarity with the concept, since unspecified side effects was the obstacle most mentioned for all methods. (DataPro, 1990). Women's lower levels of education, monolingualism, and constraints to travel contribute to their lack of exposure to both information about family planning and access to methods. Dr. Rosenberg noted that MOH family planning information only reached those already receiving health care, at most 40% of Mayan women (and this figure appears optimistic to the project manager). Therefore, those most at reproductive risk are not being reached. Efforts to reach women at the community level are hampered because most health promoters are men (95% according to Dr. Rosenberg). A 1987 evaluation of another health

program noted women's discomfort with male MOH health promoters for health messages (Evaluation of -0339). They are likely to feel less comfortable discussing family planning with them. This is especially true since these men represent the community leadership. It is not clear whether health promoters reach women through their husbands, as APROFAM's promoters may do. Nor have there been government mass media campaigns, because of political sensitivities. The family planning program was severely attacked in 1985 and 86 by church officials and implementers are anxious to avoid a repetition. APROFAM and IPROFASA do advertise, but coverage is predominately urban.

Another factor affecting the coverage offered by health promoters is the lack of financial support for their activities. The promoters are volunteers, who donate their time and must cover their expenses as well. Demands on their time are extensive, as they are expected to provide Oral Rehydration Therapy (ORT) packages and guidance and inform of vaccination campaigns as well as "promoting" health care. Providing per diem payments to at least cover expenses might be one solution, but there are a number of problems. In the first case, the government simply does not have the money, give the large network of volunteers. Secondly, regular payment of per diem apparently qualifies a person as a government employee, an option the ministry cannot consider. Finally, the payments are hard to account for, a difficult issue since much of the recent ministry financial scandal involves missing per diem money. APROFAM and AGES have addressed the problem by allowing their promoters to keep all or a portion of the sales of contraceptives, and AID is studying possible non-monetary incentives such as closer supervision and recognition of promoters' contributions.

2. **The important role of male responsibility and decision-making needs to be recognized.** Although many promoters are men, until recently little has been done to target men with family planning services, especially in non-urban areas. The project manager and the head of the MOH Family planning unit cite the lack of variety in male methods as one factor in the lack of attention to men. However it is vital to recognize the male role in decision-making for the use of any contraceptive. While in an ideal world a woman could make her own reproductive choices, Guatemala is still very machista, and many men have partial or total control over their partner's ability to plan their family. For example, a soon-to-be-released study of sexual attitudes and practices among Mayans reiterates the strong male role in decision-making. Recent attempts by male APROFAM promoters to reach more men show promise.

As a final note, data on implementers, beneficiaries and trainees are not being disaggregated by gender in reports. This is especially important in a sensitive area where gender interactions may be crucial to project effectiveness.

C. **WID Progress to Date:**

1. MOH-FPU - The goals of contraceptive distribution have all been exceeded, although the project has only achieved a quarter of the targeted 255,000 couple-

years of protection. The 1987 evaluation saw significant improvement in the delivery system. Demand for female surgical contraception reportedly exceeds capacity. Training goals have generally been exceeded, although the number of participants are not being reported by gender. Several steps to include both men and women in the process have recently been introduced, as discussed below:

- * The role of men in a couple's family planning decision-making is beginning to be recognized. The new manual for health promoters and midwives will include more gender-balanced drawings and references to indicate both sexes' contribution to both health promotion and health care. A men's Knowledge, Attitudes and Practices Survey (KAPS), is scheduled to be conducted early in 1991.
- * Although minimal, some progress is being made to recruit female promoters at the community level. In addition, midwives are being trained in reproductive risks and family planning.

2. APROFAM - APROFAM's contribution can be seen in the number of services provided and couples reached; in their efforts to reach men and less accessible rural Mayan areas; in their education campaigns; and in the formation of community and economic development groups.

- * Family Planning Services: APROFAM was cited by the 1987 evaluation and the 1989 audit for its success in the provision of family planning services. They are reaching 42,000 new users annually while continuing to supply contraceptives to 66,000 couples (1987 figures). Dr. Santiso reports that the clinics are able to meet the demand for female sterilization, the favored method, and they are also reaching some men. One in seven voluntary sterilizations is a vasectomy, or 1,300 a year, a very high rate for Latin America. The clinics also provide selected maternal/child health services.

Women's health care is expanding. Dr. Santiso proudly noted that they have detected 5000 cases of cervical cancer and are now catching it at an early, treatable stage.

An audit recommendation to increase motivation for voluntary promoters was adopted: promoters now keep 60% of the income from products they sell, and other incentives are under consideration.

- * There seems to be a recognition of the importance of reaching men. Male community promoters in rural target men, with the idea that they will discuss family planning with their wives. A recent new approach (3 months) is to change the hours the promoters work to evenings, weekends and holidays, in an effort to reach more men. Initial results indicate that use of contraception is increasing.

- * The organization is also taking steps to improve impact in Mayan areas, although slowly and without much optimism. Change is seen as a mid- and long-term goal. APROFAM has recently completed a focus group study of Mayan sexual practices and plans a follow-up survey. Together these studies will be the basis for a strategy to reach this less accessible area. However, prevalence is still only between 5 and 6%, and concurrent lack of medical care means that these women are at higher reproductive risk.
 - * The information and education component is operating in several areas, although the GENESYS team has not seen any assessments of impact. In addition to information aimed at potential and actual acceptors, information is targeted to opinion leaders, including seminars for women leaders which discuss women's and children's issues. The 1987 study noted the marked change in the political view of family planning, a change which was attributed to APROFAM. For example, the 1985 Constitution includes the right of couples to plan their families. The newest educational component was recently begun in cooperation with the Human Rights Ombudsman. Targeted towards preschoolers, their teachers and parents, the curriculum discusses women's rights as an integral aspect of human rights. To date groups have begun in Quetzaltenango and Chiquimula.
 - * Economic and Community Development needs are addressed through 78 community groups, most of which are composed of women, although men are participating in some. "Family Self-Sufficiency" groups work on income-generating projects using local resources, such as gardens, artesanias, and a restaurant. At least one urban group provides job training. The Community Development Groups are organized to bring in water, build latrines, establish gardens, etc. The groups are also provided health care. Dr. Santiso suggested that in addition to meeting economic need, these groups would allow productive use of time and energy not used in pregnancy and child care. (These groups were not discussed in the evaluations seen by the team, but APROFAM claims that participant incomes have increased between 30 and 40%).
3. AGES - The most interesting contribution made by the AGES component is the 1500 bolsas escolares given to encourage Mayan girls to stay in school. The small stipend, Q15 a month, is used to partially reimburse parents for the loss of their daughter's help. The parents have to ensure that the girl shows up at school, clean, and attends a monthly educational talk (note: AGES official did not say the parents had to attend the talk, but it is at this meeting that the stipend is given). The stated purpose is to delay marriage and child-bearing for the girl. However, given that female education tends to be associated with lower fertility and with better health and nutrition practices, the effects may be more profound. No follow-ups have been done as yet, but a number of girls have completed primary and are moving on to basico and even ciclo diversificado. Girls at this level are receiving more help, both with remedial academics and with the logistics of transportation to

the more distant schools. The program operates in 13 small towns, covering five linguistic groups (the four major linguistic groups and Jacalteco).

Two other aspects of this program merit attention, and both address the question of access. The first is that the committees of local leaders set up to help with the scholarship program provide an entry for family life education promoters. Indeed, their approval is essential for entry into an aldea, according to the Program Director. The second is that AGES works with a bilingual, gender-balanced team - a male instructor and a female promoter.

Although AGES trains people who work on a community level these figures are not reported in the SAR. Nor are their training figures disaggregated by gender.

4. IPROFASA - Urban distributions of low cost contraceptives by IPROFASA are impressive, with direct benefit to urban women. However, according to the 1989 audit, Couples in rural areas are still not being reached effectively. Sales in the capital were 59% of their total. Of the 1,116 pharmacies reached, only 22% were outside of Guatemala City or the departmental capitals.
5. PAMI - Although the component is a short pilot project, there are several interesting aspects.
 - * It is not known how many of the project participants are women, but it appears that there is a fairly large proportion. Several projects are women's projects. Beneficiaries have not been counted, but it is believed they are predominantly women and children.
 - * An effort is being made to reach monolingual women by hiring bilingual personnel.

IV. Recommended WID Action(s) and Target Date(s):

1. Project implementers and participants, trainees, and to the extent possible, beneficiaries, should be reported by gender. In some cases, such as APROFAM, the information is readily available.

Target Date: Begin immediately. Report in September 1990 SAR when possible, by March 1991 SAR in all other cases.
2. Develop a plan to systematically plan and evaluate social marketing components.
 - * Explore with the LAC bureau the possibility of including social marketing research on its research agenda, in particular, how to reach greater numbers of Mayan women, and men in general, with family planning messages.
 - * Plan to evaluate the Information, Education and Communication (IEC) components. To begin with, it may be feasible in some areas to ask each new client where he/she heard of the service. At a minimum this will give

an idea of which messages and channels are effective. As another example, one of APROFAM's strengths seems to be willingness to try different strategies, such as groups, individual contacts, mass media, and printed materials. Evaluations may be available, but were not seen by the team.

Target Date: Begin as soon as possible.

3. Reinforce efforts to reach couples in Mayan areas. Current efforts should be strengthened in the project extension. Work on this goal should occur before or during the project design stage for the new Improved Family Health Project. This should include: a) evaluation of current programs in the highlands, especially AGES and APROFAM; b) current and additional research into the best strategies for reaching this market; c) plans to address constraints identified in these studies as well as those already identified. Such actions might include information and promotion designed to reach isolated, illiterate and monolingual people; and one-on-one contacts, especially in more isolated areas. Related to this would be a plan to motivate family planning promoters, be it through a percentage of sales, rewards for referrals, per diem, or other mechanisms.

Target Date: Begin research early in FY 1991.

4. Target men and, where possible, couples with family planning information, promotion and services. All training and materials should include a focus on couples' decision making, and take into consideration the heavy impact men have on those decisions. Good examples are the APROFAM decision to target Mayan men, AGES's use of male and female promoters, the MOH proposed KAPS for men and new materials. A strong male-oriented component should be included in the new Improved Family Health Project.

Target Date: Reinforce these and similar measures in amendment, FY 1991. Add to new project, FY 1992.

5. Include in the scope of work for those designing the new project an assessment of the advisability of increasing assistance to MOH programs supplying voluntary surgical sterilization with the level of support for female sterilization reflecting the proportion of the demand.

Target Date: FY 1992.

**IMMUNIZATION AND ORAL REHYDRATION THERAPY SERVICES
FOR CHILD SURVIVAL**

I. Project Information

- A. Project Number:** 520-0339
- B. PACD:**
- 1) original: 8/31/88
 - 2) amended: 8/31/89
 - 3) amended: 12/31/91
 - 4) proposed: 12/31/92
- C. Responsible:**
Program Office(s): Office of Human Resources Development (OHRD)
- D. Funding Amount(s):**
- 1) grant: \$16,418,000
 - 2) proposed: \$18,418,000
- E. Implementation Agency(s):**
- 1) Ministry of Health (MOH):
 - 2) General Directorate of Health Services (DGSS)
 - 3) Project Administrative Unit through the Epidemiological Surveillance and Disease Control Department, and Maternal Child Health Department
- F. Major Contractor(s):**
- 1) Juan Fernando Ruiz (Host Country)
 - 2) HealthCom, Academy for Educational Development (AED)
 - 3) Management Science for Health (MSH)
- G. Last/Next Evaluation:** August 1989/March 1990

II. Project Purpose:

Support and strengthen the Ministry of Health's capacity to deliver child survival services.

III. Project Description

The project as amended covers three areas. The first, and original component, was designed to provide immunizations against diphtheria, pertussis, tetanus, polio, measles and tuberculosis for children under five, and provide tetanus toxoid for pregnant women, a goal that now includes all women of child-bearing age. This was to be accomplished through a number of strategies: a community level "channelization," National Vaccination Days, an Accelerated Vaccination Program, and a "Mop-Up" Campaign for polio coverage. A second component was

added to combat diarrhea-induced dehydration through the use of Oral Rehydration Therapy (ORT). Both components provide training of health personnel as well as technical and logistical support. The third component was designed to strengthen management capacity of the Ministry of Health.

The project is currently suspended due to financial irregularities uncovered during an audit. A decision will be made in October, when the current audit ends, as to whether to continue the project and in what form.

A. Project Objectives/Outputs:

1. Increase to 70% immunization coverage of children under 5.
2. Increase to 60% tetanus vaccination of pregnant women. Interviews revealed that current goal is to provide coverage to all women of child-bearing age.)
3. Increase to 70% the oral rehydration therapy coverage of children under 5.
4. Develop a Health Management Information System for the Ministry of Health

B. WID Activities and/or Actionable Issues

Beneficiaries: The project by its nature is women-oriented, although benefits are indirect. Even the vaccination of women against tetanus is to protect their unborn children. However the indirect benefits of decreased morbidity and mortality are pronounced. Aside from such immeasurables as emotional suffering, women save time, energy, and money when their children are not sick or when the potential effects are mitigated through ORT. The 1987 Health Sector Evaluation noted that visits to a health care post can involve at least two hours of walking each way, as well as a wait of several hours. In addition, only 72% of the total population has access to a health post (Project Paper).

Participants: Women provide care and make many health care decisions, therefore they are participants in the project. The 1991-2 Action Plan notes that women "in large part determine whether or not their children are vaccinated or receive treatment for dehydration associated with diarrheal disease." Although the project manager notes that vaccination decisions often are made by men, it is clear that health care responsibility falls almost completely on women, be they ladinas or indigenas. In addition to providing care to their children, women are involved in the project as implementors and as trainees. Certain classes of health workers are predominately women, for example, social workers and the graduate and auxiliary nurses. Midwives, are all women. Most of the personnel of the project have been reached by at least some training. As of April 1989, fourteen people had also been trained abroad. Training figures are not disaggregated by gender.

Constraints: The 1989 evaluation noted that women, especially the hard-to-reach rural Mayans, found it difficult to accept health messages from male health promoters. In the first case, they felt uncomfortable with men; in the second, they lacked confidence in male messages about a woman's realm of concern. Although promoters are traditionally leaders selected by the community, and therefore men, the project manager suggested that communities might be

amenable to appointing more women if it were requested. This opinion was seconded by Dr. Rosenberg, of the MOH Family Planning Unit. The evaluation suggested recruiting midwives. Regardless of the sex of the promoter, they are asked to work free and pay their own expenses. This may be a limiting factor in how many women they can or are willing to reach. Financial constraints may be particularly binding on female promoters, who typically have fewer resources of their own.

Mothers' Control Over Health Interventions. An objective noted in the project paper concerns parental involvement: "ORT... involves parents directly in the care of their children..." and "100 percent of mothers with children who have been treated with ORT will utilize that technology spontaneously as needed."

Oral Rehydration Therapy. The 1989 evaluation cited mothers' complaints that they had to walk long distances to health posts and then wait to receive salts; either they did not know that promoters could provide them or they were unable to obtain them from the promoters. In addition, when they were given salts, only small quantities were provided. The study also showed that inadequate training was given to mothers in mixing and in preparing home recipes for Oral Rehydration. Three issues are involved. The first is the mothers' time and effort, the second is prompt treatment of illnesses and the third is giving mothers the knowledge, confidence, and resources to manage dehydration themselves. The project director mentioned that there had been problems with packages of donated ORS being sold commercially.

One way to address this problem would be to require mothers to return empty ORS packages as the basis for the receipt of new ORS supplies. Some posts currently use this method to account for supplies, according to the evaluation, although it is a burden on the mothers.

Vaccinations. The 1989 project evaluation cited studies showing that "women uninformed about the importance of proper vaccination timing and sequencing may pay little attention to immunization schedules". Yet both Mayan and Ladina women were poorly informed about immunization scheduling, both in terms of the number of shots needed or the appropriate ages. They do recognize that immunizations are necessary for school registration but "the policy has also produced considerable resentment in the indigenous population." (Bossert *et al*, p. 18) A teaching unit designed to give parents the basic reasons for vaccination (perhaps in simplified terms of "strengthening the blood" as suggested in the evaluation) and explaining schedules might give mothers a better sense of control, increasing compliance and decreasing resentment. In addition, currently no acknowledgement or incentive is given the mother in return for the time and effort involved in carrying children to the health post.

C. WID Progress to Date:

Health coverage: As of December 31, 1989 56% of children under 5 received immunization coverage (3,674,738); 17% of pregnant women received tetanus toxoid coverage (182410); 34% of children with diarrheal diseases were treated with ORT (1,278,060).

Reporting: Training figures for international training are disaggregated, according to the project manager, but they were not reported in the most recent SAR. Training figures for MOH local training are not kept by gender, except, perhaps at the local level. Obtaining them would be

very difficult. Participation figures of implementors are not kept by gender, although the project manager can give rough estimates by category of provider.

IV. Recommended WID Action(s) and Target Date(s)

Any actions are, of course, contingent upon the continuation of the project. The actions recommended below should be included in the project extension, if approved, and as part of the design of the follow-on Improved Family Health project. Target dates will depend on project start-up.

1. Data Collection - Gender disaggregated data should be reported on: a) participants, by category (eg. physicians, promoters, auxiliary nurses, etc.), and b) trainees, both local and external, by kind of training.
2. Community Level Health Workers:
 - a) Increase number of women health promoters (target dates and numbers to be set in conjunction with MOH).
 - b) Provide promoters with a modest per diem when working, or develop another incentive method. Several problems exist with per diem payments. The first is fiscal control over the payments. Given the level of scrutiny likely to be given the program in the future, accounting for these payments should not impose insuperable burdens. Secondly, the Ministry may not be able to sustain these payments once donor support is withdrawn. However, these payments were provided in the original grant according to the project paper. Since this kind of project is not likely to be completely sustainable by the GOG on its own in the near future, it is a question of prioritizing use of grant funds. Third, one Ministry official noted that continued payment of a per diem made the promoter a legal employee, which is not an option for the Ministry. These same problems are noted under the Family Planning Project.
3. Mothers' Control Over Health Interventions.
 - a) ORT - Provide mothers with an adequate supply of ORS to keep on hand for early use in case of diarrhea. Demonstrate of mixing methods, and provide standard recipes for homemade solutions, using readily available ingredients.
 - b) Vaccinations - Develop a teaching unit for promoters to educate parents about the function and benefits of vaccinations for their children, providing the complete scheduling of the series of vaccinations and the reasons why these intervals are important. This will encourage parent's to "buy into" the idea of children's vaccination, rather than just having to bring children in when "told to do." Initially, it may be necessary to check to see if a reminder is needed.

4. Give parents a "certificate of good parenting" or some other reward for their work involved in bringing the children for the complete series of vaccinations. Currently no acknowledgement is given of the effort involved.

3. EDUCATION AND TRAINING

- 3.1. Basic Education Strengthening - 520-0374
- 3.2. Rural Primary Education Improvement - 520-0282
- 3.3. Central American Peace Scholarship Program (CAPS) - 520-0001.10/0362
- 3.4. Private Sector Education Initiative - 520-0364
- 3.5. Altiplano Higher Education - 520-0304
- 3.6. Primary Education Management Improvement - 520-0320
- 3.7. Regional Training AID Center (RTAC) - 520-0011
- 3.8. Development Training and Support - 520-0384
- 3.9. Guatemala Peace Scholarship - 520-0393

BASIC EDUCATION STRENGTHENING PROJECT

I. Project Information

- A. Project Number: 520-0374
- B. PACD:
1) original: 7/1/95
- C. Responsible Program Office(s): Office of Human Resources Development
- D. Funding Amount(s):
1) grant: \$30,000,000
- E. Implementation Agency(s):
1) Ministry of Education (MOE)
2) Chamber of Industry
- F. Major Contractor(s): Academy for Educational Development
- G. Last/Next Evaluation: None yet scheduled

II. Project Purpose

The purpose of the project is to improve the efficiency, coverage, and administration of basic education services in Guatemala.

III. Project Description

The project has four major components:

1. Improvement and expansion of bilingual education that includes consolidation of the existing bilingual education program by upgrading instructional materials, streamlining the methodology, and developing a long-range expansion plan.
2. Support services to classroom teachers that includes a new in-service training course for teachers that combines self-instructional learning modules with organized group discussions and a training program for school supervisors.
3. Innovative instructional methodologies that include pilot interactive radio programs to strengthen Spanish language and mathematics instruction and a pilot project for one-room, one-teacher schools.
4. Support for administrative improvement, including a computerized management information system, applied education research, and personnel administration.

A. Project Objectives/Outputs

1. 25% improvement in academic achievement
2. 32% reduction in grade repetition rates
3. 17% reduction in drop-out rates
4. 20% reduction in school years to produce sixth grade graduates
5. 22% increase in sixth grade completion
6. 21% reduced repetition in bilingual schools
7. 30% increase in promotion for girls in bilingual schools
8. Computerized, regionalized MIS in operation
9. Basic research system in operation

B. WID Activities and/or Actionable Issues

The Project Officer and staff of the Office of Human Resources Development are to be commended on the way they have actively and positively incorporated women and girls as project participants and beneficiaries in the BEST project. At the same time, they draw upon several earlier OHRD projects that have highlighted the proportionately diminished probability that girls, especially indigenous girls, will have access to formal education. As a result, the current staff have designed a project that, without diminishing benefits to all Guatemalan children, should particularly benefit indigenous girls.

Several examples should suffice to illustrate how gender concerns have been incorporated throughout the components of the project. The basic message of the planned social marketing campaign, for example, is to convince parents of the economic and social benefits of increasing the educational levels of their children, but particularly of girls. In the area of research, a specific issue selected for analysis is why girls drop-out of school earlier than boys.

The team reiterates its praise of the OHRD staff in general for their serious and conscientious treatment of gender issues and the BEST project as an example embodying that concern.

C. WID Progress to Date

Since this is a project in its initial stages of implementation, information on WID progress is not yet available.

IV. Recommended WID Action(s) and Target Date(s)

The above comments notwithstanding, a number of WID recommendations are presented that intend to clarify existing materials and information and to avoid oversights and misunderstandings.

1. Reduced repetition in bilingual schools and increased promotion of girls in bilingual schools are two outputs which appear on the most recent SAR but are not listed as outputs in the project paper. Since these are the gender sensitive outputs and

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the PP is the document most frequently referred to, a cross reference to them as a note on the PP would ensure that they are taken into account in all project-related activities.

Target date: September 1990

2. Make end-of-project proposed outputs gender-specific, i.e., 25% improvement in male student achievement, and 25% improvement in female student achievement.

Target date: September 1991. Since SARs identify progress towards EOPS objectives every six months, managers of the different project components were reluctant to have these objectives made sex-specific until approximately one year from now. The reason is that data on children and school attendance and achievement is gathered by the MOE, is tabulated by hand, and is currently not sex-disaggregated. In approximately one year from now the computerized information system, facilitated through BEST, should be in place, making sex-disaggregated data to assess progress towards the goals readily available.

The recommendations that follow refer to specific project components. They are listed in the order that corresponds to the components and associated activities as they appear in the project paper.

3. Bilingual education, text revision: Screen existing texts, particularly sketches, for sex-role stereotyping.

Target date: To coincide with text revisions, estimated 1991, last two quarters.

4. Teacher services, in-service teacher training: As the PP indicates, the new methodology favors much more active student participation in the learning process. Classroom observation for student participation should analyze the increased participation of boys and girls separately.

Target date: To coincide with classroom observation to begin in 1991.

5. Alternative methodologies, Escuela Nueva and Interactive Radio: Formative evaluation of student learning should disaggregate findings for boys and girls.

Target date: To coincide with formative evaluations beginning sometime in 1991.

6. Educational Administration, Computerized Management Information System: Specify in the SOW for TA the need to develop a gender-sensitive data base that includes select gender-specific indicators in the data collection instruments.

Target date: To coincide with SOW, 2nd half of 1990.

7. Educational Administration, applied educational research: Incorporate select gender-specific indicators among the key education indicators to assess the impact of MOE management and organizational changes on the quality of basic education, especially on objective information about what students are learning in primary school.

Target date: Second half of 1992.

RURAL PRIMARY EDUCATION IMPROVEMENT

I. Project Information

- A. Project Number: 520-0282
- B. PACD:
1) original: 11/30/90 (loan)
11/15/90 (grant)
2) amended: 11/30/91
- C. Responsible Program Office(s): Office of Human Resources Development
- D. Funding Amount(s):
1) grant: \$ 3,300,000
2) loan: \$10,204,000
- E. Implementation Agency(s): Ministry of Education (PRONEBI)
- F. Major Contractor(s):
1) 3 Consultants (Host Country)
2) University of New Mexico (Terminated March 31, 1988)
- G. Last/Next Evaluation: March 1987/November 1990

II. Project Purpose

To strengthen and expand the Guatemalan bilingual education program to improve the efficiency and relevance of the rural primary education services for Indian children.

III. Project Description

The project intends to create a permanent capability within the Ministry of Education (MOE) to provide relevant bilingual education to monolingual indigenous children living in the Guatemala highlands, through its various project components. These components are: administration and supervision; curriculum development; equipment and educational materials; training; research and evaluation; and, technical assistance. The project is designed to reduce repetition and drop-out rates and increase completion and promotion rates among Indian school children. The project is being incorporated under the BEST project umbrella.

A. Project Objectives/Outputs

1. A permanent Bilingual Education Department in the MOE.

2. Two permanent on-going training programs, one at the university and the other at the normal school levels.
3. Trained staff at all levels of the bilingual system.
4. A full curriculum for pre-primary through fourth grades will be functioning.
5. New texts and teacher guides will be developed and field tested.
6. 240,000 students will have participated in the new bilingual curriculum.

B. WID Activities and/or Actionable Issues

The PP identifies 240,000 monolingual Indian children as direct project beneficiaries. This figure represents 40% of the indigenous primary school enrollment for ages 5-9. It is estimated that 44% of these beneficiaries are female.

The social soundness analysis cites research indicating that Indian girls are more likely to attend school and improve their achievement through a bilingual education program.

Despite the citing of these facts, no explicit WID activities or actionable gender issues were identified in the project documentation.

C. WID Progress to Date

There has been an 8% improvement in promotion rates and an 8% decrease in drop-out rates among the students participating in the bilingual program through PRONEBI. Even though this data is not sex-disaggregated, we should be able to assume that female students in the PRONEBI schools benefitted proportionate to their enrollment.

IV. Recommended WID Action(s) and Target Date(s)

1. Monitoring efforts highlight the bilingual abilities of the teachers and promoters. With the exception of beneficiaries of in-service training, however, they do not disaggregate participants by sex on the SARs. Sex-disaggregated data for all project participants is recommended.

Target date: Next SAR

2. School enrollment and achievement data is currently collected and tabulated by hand. With the computerized Management Information System to be installed during the coming year as part of the BEST project, sex-disaggregated data on students should be readily available and provide information on girls' versus boys' achievement in schools participating in and not participating in the bilingual education project. This data would highlight strong as well as weak points in the project, and could be especially useful in identifying areas in which girls have greater difficulty in learning.

Since girls in Guatemala attend school for shorter periods of their lives than boys, the incentive to address girls learning problems should be greater.

Target date: Data analysis to coincide with the availability of data through MIS.

3. If it can be demonstrated to parents that girls are learning more in shorter periods of time through the bilingual program, it should be possible to convince them to send a greater percentage of school age girls to school. Data of this type should be identified, analyzed, and publicized.

Target date: Once MIS data becomes available, if not before

4. Innovative interventions such as flexible school calendars and regionalized curriculum content should be implemented in pilot areas and monitored for differential impacts on girls versus boys. Since girls are especially disadvantaged in terms of access to schooling, those interventions favoring girls should be disseminated more rapidly.

Target date: As soon as feasible

CENTRAL AMERICAN PEACE SCHOLARSHIP PROGRAM (CAPS)

I. Project Information

- A. Project Number: 520-001.10 and 520-362
- B. PACD:
1) original: 3/31/92
- C. Responsible Program Office(s): Office of Human Resources Development
- D. Funding Amount(s):
1) grant: \$35,750,000
- E. Implementation Agency(s):
1) General Secretariat of National Economic Planning Council
2) PAZAC
- F. Major Contractor(s):
1) Experiment for International Living
2) P.I.E.T.
3) META, Inc.
- G. Last/Next Evaluation: To be determined

II. Project Purpose

To increase the number of U.S. trained public and private sector individuals, especially the disadvantaged, at the planning, implementation, technical, and administrative levels.

III. Project Description

Short and long-term programs in the United States are designed to train rural leaders in technical and academic areas critical to Guatemala's social and economic development; provide a first hand experience of the democratic form of life in the U.S. through "Experience America"; and develop a follow-on in-country to continue training and linkages between Guatemalans and Americans.

A. Project Objectives/Outputs

1. To offer Guatemalan Peace Scholars the opportunity to "experience America" in order to promote cultural and educational interchange between the trainees and the American people and to provide a first-hand experience of the democratic form of life in the United States.

2. To provide technical training to socially and economically disadvantaged rural leaders in areas critical to Guatemala's development, of which 40% should be women.
3. To develop a follow-on in country component to provide additional training and continued linkages between Guatemalans and Americans.

B. WID Activities and/or Actionable Issues

Recruit at least 40% women as trainees.

C. WID Progress to Date

CAPS has exceeded its goal for women participants, with a current participation of 56% women trainees.

IV. Recommended WID Action(s) and Target Date(s)

1. Sex-disaggregated data on project participants has been available since the project began. What is not available is sex-disaggregated data on returned trainees who have become active members in the follow-on organization. In addition to providing CAPS returnees with an arena to continue developing their leadership skills, this organization with regional branches undertakes community development projects considered to be highly successful in the different areas. The perception is that the active membership is overwhelmingly female. If this were true and could be documented, it would provide an added justification for the predominance of female participants in training.

Target date: Next SAR

PRIVATE SECTOR EDUCATION INITIATIVE

I. Project Information

- A. Project Number: 520-0364
- B. PACD:
1) original: 7/31/91
- C. Responsible Program Office(s): Office of Human Resources Development
- D. Funding Amount(s):
1) grant: \$1,500,000
- E. Implementation Agency(s): Asociacion de Amigos del Pais
- F. Major Contractor(s): None
- G. Last/Next Evaluation: July 1990

II. Project Purpose

To complement the National Literacy Program (CONALFA) of the Ministry of Education by providing reading materials to adult readers, and assisting the "Asociacion de Amigos del Pais" (AAP) to implement a non-formal education program in the private sector, thereby making it possible for the rural poor and the marginal population in urban areas to improve their quality of life.

III. Project Description

The purpose of this project is to assist the "Asociacion de Amigos del Pais" to implement a non-formal education program in the private sector, which consists of the following elements:

1. Weekly newspaper with a circulation of 90,000 people per year.
2. Training courses for rural teachers.
3. Family Library, that is a collection of simple readers.
4. Educational campaigns to promote project activities and motivate adults to take action to improve their living conditions.

A. Project Objectives/Outputs

1. Program capacity to serve 90,000 families per year with reading material established.

2. Program capacity to annually support 5,000 CONALFA students with post-literacy services.
3. Implementing institution (AAP) functioning as service agency for PVOs working in non-formal adult education programs.

B. WID Activities and/or Actionable Issues

This project is established via a Cooperative Agreement and does not make any reference to gender issues. No Project Paper or Social Soundness Analysis is available.

C. WID Progress to Date

No WID activities or actionable gender issues were identified in the available project documentation.

IV. Recommended WID Action(s) and Target Date(s)

The project in fact lends itself to a number of WID recommendations if the implementing institution is amenable to their incorporation. Possible recommendations include:

1. First, sex-disaggregated data on rural teachers trained and CONALFA students participating in post-literacy activities could be provided. Project efforts to ensure an enrollment of at least 40% women as trainers and CONALFA students could be initiated if that is not found to be the case.

Target date: Next SAR

2. Materials prepared through the project could be reviewed to assure that any gender insensitive references are excluded.

Target date: On-going as materials are prepared

3. PVO literacy projects supported through the project should be encouraged to arrange class times and places that take into account the particular constraints faced by women who wish to participate in such activities.

Target date: As literacy activities develop and expand

ALTIPLANO HIGHER EDUCATION (AHED)

I. Project Information

- A. Project Number: 520-0304
- B. PACD:
1) original: 6/18/91 (grant)
2) amended: 12/18/93
- C. Responsible Program Office(s): Office of Human Resources Development
- D. Funding Amount(s):
1) grant: \$5,000,000
- E. Implementation Agency(s): Universidad Rafael Landivar
- F. Major Contractor(s): None
- G. Last/Next Evaluation: May 1988

II. Project Purpose:

To strengthen Universidad Rafael Landivar in the highlands in order to develop a higher education program focused on Mayan-speaking students.

III. Project Description

The project will enable at least 415 needy Mayan-speaking students, 300 at the associate degree level and 115 at the bachelor's level, to obtain their academic degree. It will also provide them with the training needed to move into leadership positions in various development programs and institutions in the highlands.

A. Project Objectives/Outputs

1. Forty percent increase in the proportion of indigenous students at the Quetzaltenango campus.
2. Student Development Program established, including:
 - a) rural community outreach
 - b) program promotion
 - c) indigenous/disadvantaged student recruitment mechanisms
 - d) counseling/guidance services
 - e) academic support and tutoring
 - f) job placement and follow-up

B. WID Activities and/or Actionable Issues

No WID activities were identified in the project documentation. Since the project is informed through a Concept Paper rather than a Project Paper, no Social Soundness Analysis is available.

In discussing the findings and recommendations of the evaluation conducted in November, 1988, however, the Mission requested special actions to enroll more women. It was then learned that the project had surpassed its target of 40% female enrollment.

C. WID Progress to Date

The project has surpassed its target of 40% female enrollment.

IV. Recommended WID Action(s) and Target Date(s)

1. Although women are enrolled in the program, this is not reflected in the SARs because the information on participants is not sex-disaggregated. It is therefore recommended that future SARs include sex-disaggregated data both on students enrolled in, as well as persons graduated from, the associates' and bachelors' degree programs, and list them separately.

Target date: Next SAR

PRIMARY EDUCATION MANAGEMENT IMPROVEMENT

I. Project Information

- A. Project Number: 520-0320
- B. PACD:
1) original: 8/30/90
- C. Responsible Program Office(s): Office of Human Resources Development
- D. Funding Amount(s):
1) grant: \$500,000
- E. Implementation Agency(s): Ministry of Education
- F. Major Contractor(s): National Public Administration Institute
- G. Last/Next Evaluation: August 1990

II. Project Purpose

To strengthen the program management capacity of regional administrative offices of education and improve in-service training and school supervision, particularly for rural primary schools. Gradually, the office will assume responsibilities for program development including supervision, staff training, evaluation, etc.

III. Project Description

The project has two principal activities:

1. A staff training program that will make it possible for each regional office to carry out its educational leadership, administrative, and supervisory functions.
2. A program to equip each office so that it can effectively administer and supervise the schools in its region and serve as an educational and training center.

A. Project Objectives/Outputs

1. Eight regional administration, supervision, and program support offices functioning.
2. School-community councils functioning at all levels from the municipal district to the region.

3. Curriculum adaptation and program efficiency improvement needs and options identified in eight regions and corresponding regional action plans developed.

B. WID Activities and/or Actionable Issues

No WID activities or actionable gender issues were identified in the project documentation.

C. WID Progress to Date

No WID monitoring information available.

IV. Recommended WID Action(s) and Target Date(s)

With the exception of the actual transfer of personnel to the regional offices and the installation of all related equipment, the project is nearly completed.

1. It may be possible and feasible, however, to promote the active incorporation of women into the school-community councils proposed for the different government levels, from municipal to regional. Their participation could be based on the strong involvement of women as current or former educators, as well as their interest as concerned parents.

Target date: To coincide with the formation of school-community councils in the different regions.

2. Sex-disaggregated data on persons who have participated in the various training courses should be provided.

Target date: Next SAR (December 1990)

REGIONAL TRAINING AID CENTER (RTAC-II)

I. Project Information

- A. Project Number: 520-0011
- B. PACD:
1) original: 9/03/91
- C. Responsible
Program Office(s): Office of Human Resources Development
- D. Funding Amount(s):
1) grant: \$1,500,000 (This is a regional program for Central America. The authorized amount for this program is \$12 million, and disbursements are directly made by AID Washington. The estimated amount corresponds to Guatemala.)
- E. Implementation Agency(s): Instituto Guatemalteco Americano (IGA)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: September 1989

II. Project Purpose

To increase U.S. access, presence and influence in Central American institutions and to provide them with access to U.S. technical information.

III. Project Description

RTAC II has been designed in response to the need to increase U.S. participation and influence in the higher education and training of Central American professionals and leaders. It will increase the availability of affordable U.S. technical books and materials in Spanish to university students and others. Specifically, RTAC II will be a Central American project which will provide the targeted population -- university students -- with Spanish language editions of U.S. technical books and materials.

A. Project Objectives/Outputs

Textbooks will be the primary output.

B. WID Activities and/or Actionable Issues

No WID activities or actionable gender activities were identified in the project documentation.

C. WID Progress to Date

None.

IV. Recommended WID Action(s) and Target Date(s)

None.

DEVELOPMENT TRAINING AND SUPPORT

I. Project Information

- A. Project Number: 520-0384
- B. PACD:
1) original: 9/30/93
2) amended: 9/30/94
- C. Responsible Program Office(s): Office of Human Resource Development
- D. Funding Amount(s):
1) grant: \$8,000,000
2) grant: \$2,000,000 additional
- E. Implementation Agency(s):
1) Pan American Agricultural School
2) US Dept. of Labor
3) US Bureau of the Census
- F. Major Contractor(s):
1) USPSC
2) US Dept. of Labor
3) US Bureau of the Census
4) Meta, Inc.
- G. Last/Next Evaluation: February 1991

II. Project Purpose

Through training develop a cadre of Guatemalan public and private sector representatives at all socio-economic levels with enhanced skills in policy-making political, social, and economic development.

III. Project Description

The goal of this project is to strengthen the economic, social, and political development of Guatemala. The project consists of the following four components:

1. Strengthen private-sector participation in the social/economic development process
2. Improve public sector policy and program analysis
3. Education sector support and improvement

4. Training outreach and support program

Training areas will include but not be limited to leadership development, policy and program analysis, management skills and selected technical training. Development needs such as financial management, statistical training, tourism, environmental training, administration, project design, institution building, and various entrepreneurial and business skills will be target subjects.

A. Project Objectives/Outputs

The project objectives are:

1. Increased responsiveness on the part of the public and private sector to the developmental needs of disadvantaged groups in Guatemala
2. Improved health, nutrition, education and housing status by socially and economically disadvantaged groups.
3. The democratic process is consolidated by both ladino and indigenous groups in Guatemala.
4. Strengthened management and financial management capability in public/private sectors.
5. Trained leaders utilizing newly acquired skills in public and private sectors.
6. Improved labor-management relations.
7. Closer individual and institutional linkages between Guatemala and the U.S. at the university and other levels of society.
8. Improved public policy dialogue in socio-economic development.

The project outputs include:

1. Up to 1800 individuals long and short-term in-country training.
2. Up to 258 individuals provided long and short-term training, either in the U.S. or a third country.
3. Up to 170 disadvantaged youth provided long-term training (100 at the University del Valle in Guatemala and 70 at the Pan-American Agricultural School in Zamorano, Honduras.
4. Up to 5,000 Guatemalan students studying in the U.S. will be contacted and provided information and/or services to improve the probability of their return to Guatemala upon completion of their studies.

B. WID Activities and/or Actionable Issues

Both the body of the Project Paper and the Socio-economic analysis indicates that the project is targeting 40% overall participation of women, with the qualification that "the distribution is unlikely to be even across all training fields."

C. WID Progress to Date

The most recent SAR shows a 98% achievement to date for female participants versus a 72% for males for long-term training and 26% accomplishment rate for both sexes for short-term training. Unfortunately, the actual percentage of female participants targeted is 20% rather than 40% as it was indicated would be the case.

IV. Recommended WID Action(s) and Target Date(s)

1. It is recommended that the data on participants-to-date be disaggregated by sex as well as by the duration of training, i.e., long-term and short-term, and by the different types of training, i.e., in-country, US, Third country, Merit, Zamorano, and training and outreach. In this way the actual patterns for female participation will become clearer and it will be possible to monitor whether their lower participation in certain areas is actually a reflection of their proportionally lower involvement in those fields or indicative of other factors.

Target date: September 1990, and thereafter for inclusion in SARs.

2. The target percentage for female participants should be set at 40% thereby also causing a change in the target percentage for male participants to 60%. The institutions whose personnel are eligible for participation in these courses should then be so informed and requested to nominate candidates accordingly. While it may be true that there are relatively few women in the positions eligible for certain training opportunities, it should be noted that the target of 20% women for long-term training was met whereas the target of 80% men was not.

Target date: September 1990.

GUATEMALAN PEACE SCHOLARSHIP PROGRAM

I. Project Information

- A. Project Number: 520-0393
- B. PACD:
1) original: 4/15/97
- C. Responsible Program Office(s): Office of Human Resource Development
- D. Funding Amount(s):
1) grant: \$37,000,000
- E. Implementation Agency(s): N.A.
- F. Major Contractor(s): Institutional contractor to be determined
- G. Last/Next Evaluation: October 1992

II. Project Purpose

To equip a broad base of leaders and potential leaders with technical skills, training, and academic education and an appreciation and understanding of the workings of a free enterprise economy in a democratic society.

III. Project Description

CLASP II/GPS will continue CLASP I activities while building on lessons learned to improve project implementation and impact. The project consists of U.S.-based short-term technical training, long-term technical training and long-term academic training; in-country follow-on activities; and communication support. All training programs provide the basic skills and attitudes necessary to participate effectively in a democratic system and the technical skills needed for economic development.

A. Project Objectives/Outputs

Project objectives include:

1. Returnees use participatory methods for decision-making.
2. Returnees involve communities in organization and community action.
3. 80% returnees employed in field of study within one year of return.

4. Returnees exercising community leadership within five years of return.
5. Returnees exhibit commitment to principles of democracy and free enterprise.
6. Returnees maintain U.S. linkages.

Project outputs include an alumni association, alumni meetings, long-term technical, long-term academic, and short-term training.

B. WID Activities and/or Actionable Issues

WID actionable issues include women as participants in training and in the follow-on activities. The project has targeted women's participation in training at 50%.

C. WID Progress to Date

The first group of 50 persons who left for long-term academic training included 25 women.

IV. Recommended WID Action(s) and Target Date(s)

1. Sex-disaggregated monitoring of participation in follow-on activities including membership in the alumni association, attendance at alumni meetings, and successful job placement through the job support center is recommended.

Target date: To coincide with initiation of activities.

4. DEMOCRATIC INITIATIVES

- 4.1. Administration of Justice - 520-0369
- 4.2. Guatemala Strengthening of Democracy - 520-0386
- 4.3. Guatemala Judicial Development - 520-0376
- 4.4. Election System Support - 520-0378
- 4.5. Regional Strengthening of Democracy - 597-03.10

ADMINISTRATION OF JUSTICE PROJECT

I. Project Information

- A. Project Number: 520-0369
- B. PACD:
1) original: 9/30/91
2) amended: Proposed extension, no date as of yet
- C. Responsible Program Office(s): Office of Human Resources Development (OHRD)
- D. Funding Amount(s):
1) grant: \$5,000,000
2) proposed: \$7,000,000
- E. Implementation Agency(s): Judicial Branch/Supreme Court of Guatemala
- F. Major Contractor(s): Project Implementation Unit (Checchi & Co.)
- G. Last/Next Evaluation: June 15, 1991

II. Project Purpose:

To improve the capacity of the Guatemalan judicial system to provide fair, effective and accessible services nationwide. Emphasis will be on strengthening the court system, especially the investigative and judgement responsibilities of that system.

III. Project Description

The project has four components:

1. Training of justice sector personnel.
2. Improving legal information.
3. Court system improvement.
4. Strengthening of the National Justice Commission.

A number of studies are proposed to be funded with Project Development and Support (PD&S) funds. The proposed amendment will continue those activities and work with the Public Ministry (similar to the Attorney General's Office), and the National Commission of Justice.

The project has run into implementation difficulties and many of the activities envisioned in the project paper have not yet started. Four studies are in process, examining ways to improve aspects of court systems: the training system, the communications system (between central and regional courts and to reach concerned citizens), the library system, and an evaluation system for court projects.

A. Project Objectives/Outputs

1. Better trained personnel involved in the judicial system.
2. Improvement of access to legal information.
3. Court System Improvement.
4. Strengthening Guatemala's National Justice Commission which supports the continuing reform efforts of the various public and private institutions involved in the operation of the justice system.

B. WID Activities and/or Actionable Issues

Women's concerns are apparent in both the project design and its potential impact. Two components of the project, Training and Court System Improvement, have activities which can or do address gender concerns. In addition, a study proposed under Section 5, "Other Activities" is essential to the extension of the project. Project impact should be examined in light of women's access to the justice system and of public recognition of women's right to equal protection under the law.

1. Project Design

Training - The project is designed to strengthen the judicial branch's training division and to provide training to court personnel, especially officials of lower courts and support employees. Although, as of 1987, 86% of judges were men, Lic. Aguilera, the project manager, suggests that women are becoming more numerous in the court system, especially in the lower levels, which are being targeted by the project. Training should include women to the degree that they are represented in the groups to be trained. In addition, the content of the training should include sensitization to gender issues, most importantly 1) to constraints which might hinder women from complete and effective access to justice, and 2) awareness of women's human and civil rights.

Court System Improvement - Two activities proposed under this component impact on women. Neither is in effect to date. The first activity, personnel system improvement, affects women as participants. It is dependent upon the passage of the Judicial Civil Service law which has been before Congress for two years. One explanation offered for the delay is that the judicial unions are opposed to it. Another is that the President of the Judicial Branch feels that they cannot administer such a system, and has asked Congress to delay it. The current system was judged to be influenced by cronyism and politics by 67% of the lawyers and 48% of the judges interviewed for the project's social soundness analysis. Women cannot but profit from the replacement of an "old boys" system with a merit system.

The second activity, a system of court interpreters, has also been sidelined at this time by the President of the Supreme Court, who instead favors a plan of bilingual court personnel. Either option, or both, would benefit all monolingual Mayans, but women show a higher degree of monolingualism than men.

A series of seven studies was proposed under "Other Activities", to be funded from PD&S funds. Of special interest is "Special Constraints for Women in the Administration of Justice in Guatemala." The study has not been performed, is not scheduled, and neither the project manager nor the chief of the implementing unit seem optimistic that it will happen any time soon. Although the funding is separate from the project, implementation is dependent on "agreement ...reached with the Judicial Branch as to ...priorities." (Project Paper, p 17). According to the Democratic Initiatives Officer, AID has not yet proposed the project to the Judicial Branch, except during initial project approval (so far only one study has been funded). Yet the project amendment is predicated on its findings. The proposed extension notes that "in general, the project will be designed to benefit the population as a whole. However an assessment of special constraints for women in the Administration of Justice is planned. The results of this study will be taken into consideration in the amended project's design."

2. Project Impact

The project was designed primarily to deal with the judicial system's inability to deal effectively with crime, especially serious violent crimes. However, if a goal of the sector is to ensure access to justice for all, measures should be taken to address constraints to women's access, and crimes against women must be taken seriously (at present, many crimes against women are not even reported). Although the proposed study may identify additional constraints, several are well known from the literature or have been mentioned by experts in the field. First, women share with the poor of Guatemala, but to a higher degree, the tendency to be illiterate and monolingual in one of the 21-23 identified Mayan languages. More so than men, their mobility is limited by household responsibilities and lack of resources. Finally, there is a strong cultural tradition that they can only act with the permission of their husbands or fathers. To the extent that these constraints are ignored, the project will not reach part of the population. The only component of this project designed to address these barriers is the court interpreter system. The Harvard Project's Pilot Court bilingual personnel and the aguaciles, (rural volunteer court helpers, selected by the community, to mediate disputes and assist judges) are examples of an effort to address the constraints of monolingualism and of isolation and immobility.

Secondly, the incidence of crimes against women in Guatemala is reported to be very high, although under-documented. One health worker in Sololá suggested that domestic violence was women's biggest health problem. Violence against women was considered so serious by a consortium of Guatemalan and U.N. groups that they incorporated an entire section dealing with it in their proposed reform of Guatemala's laws. Yet the crimes remain unreported or unprosecuted. A judge in Totonicapan noted that a battered woman may file a complaint, but will withdraw it out of fear later on. Rapes are even more difficult. The doctors available to examine victims are all men, making the examination especially unacceptable for Mayan women. In addition, the rape must be testified to by a "disinterested" witness. While one project cannot change an entire culture, any education campaign, such as that proposed under the project

extension should include awareness of women's rights, and especially the right of equal protection under the law.

C. WID Progress to Date

1. The Project Implementing Unit (PIU) is beginning to monitor gender of participants and trainees, and numbers will be reported in the next SAR.
2. A "high percentage" of women are participating in the project according to Lic. Aguilera, although the numbers are not reported.
3. Several aspects of the project design, the interpreter corps, personnel system improvement, and the proposed study show consideration of gender issues. None of these activities has yet been implemented, however.

IV. Recommended WID Action(s) and Target Date(s)

1. The proposed study of "Special Constraints for Women in the Administration of Justice in Guatemala" should be funded from PD&S, strongly suggested to the Judicial Branch and implemented. Approval of the project extension should be contingent upon the completion of an acceptable study.

Target Date: FY 1991

2. Report project participants and trainees by gender.

Target Date: September 1990 SAR.

3. The first project annual review is scheduled to be conducted early in FY 1991. An evaluation is also scheduled for June 1991. Both should include activities to assess project impact by gender.

SUGGESTIONS FOR PROJECT EXTENSION

These suggestions include components that were scheduled to be implemented during the original project, but which have not been received enthusiastically by the GOG counterpart. Given the difficulties of implementing this project, and its political implications, it is understandable that the implementing unit is reluctant to push components that may not be their highest priority. However, it was suggested by Lic. Aguilera that the new project will be implemented through a set of agreements with different bodies, such as the Attorney General's Office, the Bar Association and the Law Faculties. This will allow for more flexibility and broaden the base of support (she also believes it will lead to the participation of more women, because of their representation in these organizations). Critical recommendations include:

- * The development of a Civil Service personnel system. The project design should include a financial and technical support component for the pending Judicial Career Civil Service Law being developed by CLASP as soon as the law is passed by Congress.
- * If possible, include the development of a System of Court Interpreters, as in the original project.
- * Include support for the development of a system of trained aguaciles, an activity developed in the Harvard Project.
- * The National Justice Commission component of the proposed extension includes a public information campaign. This campaign should include a section promoting awareness of women's rights.

REGIONAL ADMINISTRATION OF JUSTICE 597-0002

Associated with the Administration of Justice project is the Regional Administration of Justice. This program was primarily administered from a regional office in Costa Rica, although USAID/Guatemala collaborated in some activities. This program was previously very active in the training of justice sector personnel. Training and technical assistance was provided through ILANUD (United Nations sponsored Latin American Institute for Crime Prevention and Treatment of Offenders) which is currently revising its program. Regional and local courses were also provided. Five people were selected for long term training, three of whom were women, but one man dropped out. Currently one female member of a law faculty is studying at University of Costa Rica. The other current component, through CENALEX, is the computerization of three kinds of information:

1. Index of legal literature, writings, legislation and jurisprudence.
2. Judicial Statistics and Records Management

3. Case-flow management. This has required the development of software. Additional equipment is being procured for a centralized, unified system to include Budget and Finance and Personnel.

The computerization component will be included in the new AOJ project.

Because the project is currently winding down, no WID recommendations are made.

GUATEMALA STRENGTHENING OF DEMOCRACY

I. Project Information

- A. Project Number: 520-0386
- B. PACD:
 - 1) original: 07/31/90
 - 2) amended: 10/31/90
- C. Responsible Program Office(s): Office of Human Resources Development
- D. Funding Amount(s):
 - 1) grant: \$1,765,000 (per Project Manager)
 - 2) proposed: \$ 500,000
- E. Implementation Agency(s): The Center for Democracy
- F. Major Contractor(s): The Center for Democracy
- G. Last/Next Evaluation: March 1990

II. Project Purpose

The purpose of this project is to support the institutional development of the National Congress of Guatemala.

III. Project Description

This project has sought to improve the capabilities of the National Congress by providing observation visits, computer support and technical assistance. The project is based upon a grant agreement stemming from a proposal from the Center for Democracy and consequently is not the result of the normal PID/PP process. Therefore, no social soundness analysis has been done with relation to this project.

In 1986 the Center for Democracy, under a grant from AID/LAC, organized and presented a series of Central American Legislative Leaders Training Seminars. As a result of the success of these seminars, Guatemalan legislators requested that USAID establish a cooperative agreement with the Center for technical assistance.

A. Project Objectives/Outputs

To accomplish the purpose of the cooperative agreement, the Center for Democracy has focused on three major areas of activity:

1. **Observation Visits and Seminars.** During the three year life of this project the Center for Democracy has conducted the following training seminars and meetings:
 - * Legislative staff seminar (in Minnesota, Massachusetts and Washington, DC)
 - * Seminar for legislators on political ideologies
 - * Public relations seminar
 - * Seminars on the public budget
 - * European parliamentarians visit to Guatemala to discuss environmental protection and human rights
 - * Human rights seminar
 - * Staff development seminars

2. **Legislative Studies.** The staff of the Center for Democracy has subcontracted studies of various issues associated with the efficient and effective administration of the Congress. These included a study of the requirements for an effective library and research function to support the Congress and a study the relations between legislators and their constituents.

3. **Infrastructure Requirements.** The Center has conducted an analysis of the computerization needs of the National Congress and its support staff. A specific set of specifications was developed and bids have been received. The Center will assist in the acquisition of the computer hardware and software as well as the staff training required to implement the system.

B. WID Activities and/or Actionable Issues

There are no specific WID activities included under this project. However, there are gender issues that are applicable to the overall goals and objectives of this project, as follows:

1. **Opportunities for women to hold political office.** There are no legal barriers to women who wish to run for elected office. However, there is a barrier of tradition, the political selection process is the "good old boys" network. Currently, only seven percent of the legislators are women. In order to succeed in politics, women (or men) have to work their way up through the political parties, but few women are doing so today.

2. **Opportunities for women on the Congressional staff.** Currently, the technical staff are all men and the secretarial staff are all female. Interestingly, in Honduras the technical staff is all women.

3. **Impact of legislation on women.** While most laws are neutral, there are some that are clearly unfair to women.



C. WID Progress to Date

This project was not intended to address gender issues and consequently there is no progress to date to be reported. The representative of the Center for Democracy indicated that the project is meant to improve the institutional capabilities of the Congress. Consequently, the project deals with these situations as they are, rather than to try to modify the traditional barriers referred to above. The Oficina Nacional de la Mujer (ONAM) supports programs to increase women's participation in civic and political groups.

IV. Recommended WID Action(s) and Target Date(s)

This project will end in April 1991 and as a result, any recommendations would probably have only minimal impact. Nevertheless, there are some recommendations that, if implemented, could greatly improve women's opportunities in political careers. We present these recommendations because they could be built into the new Democratic Institutions project currently being designed.

1. In providing technical assistance for the improvement of the structure and committee system of the National Congress, consideration should be given to the establishment of a special interests caucus system similar to that in the US Congress. Among the caucuses established could be caucuses for women legislators, indigenous legislators, etc.

Timing: For inclusion in the new Democratic Institutions Project.

2. The path to advancement on the Guatemalan political process is through the political party system. It is necessary to sensitize the political and community groups to the needs of women and their responsibilities to women as constituents. It needs to be demonstrated that women can play an important role in the management of parties as well as in the garnering of voter support during the political campaigns. As they are sensitized to these issues, opportunities should develop for women to participate in the party structure and eventually to run for office and win.

To address these issues, a program should be set up to train party officials on the roles and responsibilities of political parties, their responsibilities to constituents, effective management and structuring of political parties, etc. In order to assure that the program is completely bipartisan, and because USAID/Guatemala wishes to remain detached from any appearance of interference in political parties, the program should be independent of all parties. Its training seminars should be open to the participation of all parties on an equal basis. This program could be sponsored and funded jointly by USAID and the National Endowment for Democracy. Another possibility would be to tie in with ROCAP. Through the Central American Institute for Business Education (INCAE), ROCAP has funded initial training in this area.

Timing: For inclusion in the new Democratic Institutions Project.

3. In order to provide the foundation for women's participation in the political process, a public awareness program oriented toward women should be developed. The program should familiarize women with the overall government process (civics) as well as their rights and responsibilities in the democratic process.

Timing: For inclusion in the new Democratic Institutions Project.

4. As the new computer equipment and systems are installed in the National Congress, the secretarial support staff should be trained on the operation of the systems as well as the content of the systems. By thus broadening their knowledge, they should also obtain opportunities to advance into the technical staff of the National Congress.

Timing: Provide appropriate training before the end of this project.

GUATEMALA JUDICIAL DEVELOPMENT

I. Project Information

- A. Project Number: 520-0376
- B. PACD:
1) original: 8/31/90
2) amended: 12/31/90
- C. Responsible Program Office(s): Office of Human Resources Development (OHRD)
- D. Funding Amount(s):
1) grant: \$2,283,000
- E. Implementation Agency(s): Harvard Law School/Center for Criminal Justice
- F. Major Contractor(s): None
- G. Last/Next Evaluation: Mid 1989/November 1990

II. Project Purpose:

To strengthen the institutional capacity of the Supreme Court and other institutions of the Judicial Branch.

III. Project Description:

The project has evolved during its three years of operation. Initially the program included consultation and fellowship programs as its two major components. The added Pilot Courts program has become its most important activity.

A. Project Objectives/Outputs:

1. Pilot Court: - Pilot courts have been established in Guatemala City, Mixco, Solola, Totonicipán and Salamá. Technical Assistance and training in investigation and prosecution is given. Oral testimony is being tested at the first instance level on a trial basis. Circuit judges and bilingual court personnel have been appointed in the Totonicipán court. Aguaciles, rural community Judicial Branch volunteers who mediate and request judges, also have been appointed.
2. Training and Fellowships -
Consultancies (training trips to U.S.) - 14
In-Country training seminars - 15.

3. Research - 2 projects

B. WID Activities and/or Actionable Issues:

The project was developed "on the ground," evolving as needs were defined. Project objectives were either modified or added and there are few formally designed components which could be called "WID Activities." These are listed below. Several aspects of the project do have gender impact, and are discussed under "WID Progress."

1. Training goals included equal numbers of men and women.
2. Several aspects of the pilot courts, an addition to the project design, improve women's access to the judicial system.
3. The project focus was on high-profile crimes, and the primary goal has been the development of a will and ability to successfully prosecute human rights violations. Women seem to have been considered only to the extent that they are victims of these abuses.

C. WID Progress to Date

1. Short term training figures only include 4 women, 66% of the goal, while 22 men, or 367% of the goal, have been trained. Long term training was not planned.
2. More by accident than design, project participants include a high proportion of women. A number of judges are women; one of the prime counterparts (the Secretary to the Supreme Court Justice - a judicial, not a clerical position) is a woman who recently resigned her position to run for office. Several of the key implementers from the Harvard staff were also women. The local director reportedly has successfully entered the previously all-male investigative world. These women have apparently served as successful role models, according to both by American and Guatemalan women. A Pilot Court judge, for example, cited increasing numbers of women judges who are earning respect. There are no gender disaggregated participation figures available locally, although the Harvard representative claimed that they are kept in Cambridge.
3. The project design as it has evolved includes the selection of volunteer rural community officials, aguaciles, who assist judges, mediate disputes, and call in a judge to a community when needed. This practice improves access to justice for women by addressing the barriers of monolingualism and constraints to travel.
4. The Totonicipán court has a number of bilingual officials, and the project is considering ways of increasing the number of bilingual officials in other courts, thereby removing barriers for monolingual Mayans. As noted before, fewer women than men speak Spanish.

5. The Judge of the Totonicipán court feels that the court practice of informal interviews encourages women who would otherwise be too timid to participate.

IV. Recommended WID Action(s) and Target Date(s):

1. Report participants and trainees by gender in SAR.

Target Date: September 1990.

2. Any extension or expansion of the Pilot Courts program should strengthen the elements identified above in view of their appointments in increasing access for women, i.e., bilingual officials, aguaciles, and informal oral discussions. Several suggested modifications should be made to the first two elements, as follows:

Bilingual Officials - Currently court officials (who are mostly men) are trained in Mayan languages if they do not already speak them. While an improvement over all-Spanish speaking courts, a crash course in a language is unlikely to give an adequate grasp of subtleties necessary for legal proceedings. The component should seriously consider incorporation of the Court Interpreters element of the Administration of Justice Project. A corps of interpreters is being trained at the Quetzaltenango branch of Landivar University.

Aguaciles - At least two concerns need to be addressed if this program is to be expanded. The first is that all current aguaciles are men. Judge Perez felt that it was possible for women to be elected in the more urbanized areas such as the county seats (cabaceras municipales). The description of the process to the community needs to include a strong motivation to include women. A second important element of increasing access is the provision of financial support for judicial personnel who travel to remote areas. Like health promoters, aguaciles are volunteers and pay their own expenses, and their coverage may be limited by financial as well as time factors. Financial constraints to travel also apply to judges, who must pay costs out of pocket. Judge Perez notes that this can be quite expensive, as a taxi must be hired to get to remote areas which are poorly served by public transportation. There are a number of problems with paying per diem, which are discussed in detail under the health projects. The design team for any extension must consider alternate means of support or administrative systems to provide per diem.

Target Date: Depending on whether and when AID supports expansion of the program.

ELECTION SYSTEM SUPPORT

I. Project Information

- A. Project Number: 520-0378
- B. PACD:
- 1) original: 9/30/88
 - 2) amended: 3/30/89
 - 3) PIL No. 3: 9/30/90
 - 4) amended: 12/30/90
 - 5) proposed: After runoff elections in early 1991
- C. Responsible Program Office(s): Office of Human Resources Development (OHRD)
- D. Funding Amount(s):
- 1) grant: \$1,400,000
- E. Implementation Agency(s): Supreme Electoral Tribunal
- F. Major Contractor(s): Executive Resource Associates, Inc.
- G. Last/Next Evaluation: None

II. Project Purpose:

To strengthen the capacity of Guatemala's Supreme Electoral Tribunal to administer elections more effectively.

III. Project Description:

The project is funded under a Limited Scope Grant Project Agreement and is described by the Project Manager as primarily a "commodity drop," although there was a training component. USAID/Guatemala has provided a computer system, software, microfilming equipment and technical assistance in their use. It has also supplied security ballot paper for the 1990 and 1993 elections.

- A. Project Objectives/Outputs:
- 1. Voter information and registration systems (computers, software and training)
 - 2. Computers and microfilm capacity for departmental capitals, security paper, and vehicle rental for 1990 elections

3. Collaboration with voter education, observer coordination and possibly an election information center. The voter education component has been dropped due to lack of agreement between USAID and the SET.

B. WID Activities and/or Actionable Issues:

There are no specific activities in this project that focus on gender issues or specific benefits for women.

C. WID Progress to Date:

1. Voter registration figures are reported by gender. It has not yet been determined what information is collected and published on actual voting patterns.
2. Interviews with people working in the sector indicate that the Supreme Electoral Tribunal is very concerned with electoral access for all citizens, including women.

IV. Recommended WID Action(s) and Target Date(s)

1. Report training figures by gender.

Target Date: Next SAR, September 1990.

2. Actual voting tallies should be listed by gender. Since the project is supplying the computer equipment and software for voter information systems, it is within project scope to build in this reporting capacity.

Target Date: Before November 1991

3. Voter education campaign should include messages stressing that all of voting age, men or women, ladinos or Mayan, literate or not are eligible to vote, participate in political processes and run for office. Messages should be by radio and in Mayan dialects in order to reach illiterate monolingual women and men.

Target Date: Beginning September 1990.

Several issues need to be addressed in the proposed follow-on project. Democratic Institutions, in order to meet the goal of improved access by increasing registration and voting by women. The first is citizen education about the right and responsibility for voting, and the right of political participation. The second is improving access to both voter registration and voting itself. A third component is informational, to be used in project design and adjustment. The fourth is the necessity to include women in any training.

- * Education - The staff at the Supreme Electoral Tribunal would like include popular education in the future (Strategy for Democratic Development in Guatemala, p 19). The PID for the new project, however did not include this as an activity. Two

possibilities should be considered. 1) Prior to each election, voter information campaigns should be conducted. They should be designed to reach all Guatemalans in their native languages, be they urban or rural, literate or not. 2) Basic civic education, including political processes and civil and human rights for all people should be taught at three levels: A preschool program, such as that taught by APROFAM in conjunction with the Human Rights Ombudsman; an elementary program integrated into school curriculum, as proposed to AID by the Human Rights Ombudsman, with an additional high school component; and a continuing plan of mass-media coverage (long-range rather than intensive) as outlined in 1) above. In conjunction with the information campaigns, statistics on registered and voting citizens should be reported by gender and compared with the most recent estimates of eligible population in order to design information strategies and registration and voting mechanisms.

- * Access - The new project should financially support a mechanism to publicize and provide voter registration and voting opportunities in smaller towns if the municipal capital is more than a two hours' walk from the town. Registration tables could also be set up in market centers on market day, in front of churches on Sundays, or where there are village celebrations. This will increase access for women, who tend to have less opportunity to travel.

Women share to a greater degree constraints that affect many poor Guatemalans, illiteracy, monolingualism, and immobility. This can affect their ability to register or vote. An example can be drawn from the 1988 elections in the smaller municipios (counties). These included 44% of eligible voters, or 1,252,517 citizens, from the more rural and hard-to-reach population which contain many of these women. The proportion of women voters tended towards 35-40%, ranging from 17% in Alta Verapaz to 43% in Retalhuleu. Of those registered, 43% actually voted, and no gender breakdown was given. (Memoria de La Eleccion de Corporaciones Municipales de 1988) However, ONAM estimates that women constitute 40% of the voter population.

- * Information and Design - Registration and voting patterns should be examined by gender to discover areas where constraints to women's participation exist (for example, the low registration of women in Alta Verapaz noted above). The barriers should be identified, perhaps by rapid appraisal techniques, and the project modified to address them.
- * Training - Training components should include women in proportion to their numbers in the group trained.

**REGIONAL STRENGTHENING OF DEMOCRACY
OFFICE OF THE HUMAN RIGHTS OMBUDSMAN**

I. Project Information

- A. Project Number: 597-0003.10
- B. PACD:
1) original: 3/15/89
2) amended: 3/30/90
3) PIL No. 6: 9/30/90
- C. Responsible Program Office: Office of Human Resources Development OHRD)
- D. Funding Amount:
1) grant: \$300,000
- E. Implementation Agency: Office of the Human Rights Ombudsman
- F. Major Contractor: None
- G. Last/Next Evaluation: None

II. Project Purpose:

To assist the recently-established Office of the Human Rights Ombudsman, through the Committee on Specific Affairs of the Congress of Guatemala, to equip its offices at the national and departmental levels.

III. Project Description:

The project supplied the central and regional offices of the Human Rights Ombudsman with furniture and office equipment.

A. Project Objectives/Outputs:

The project's primary objective was to procure and deliver the necessary equipment.

B. WID Activities and/or Actionable Issues:

None

C. WID Progress to Date:

Not Applicable

IV. Recommended WID Action(s) and Target Dates(s):

The project is completed, and, as such, there are no recommendations. As discussed in other recommendations for this sector, however, several issues should be considered in the design of the proposed new project, Democratic Institutions. The project PID identified several ways of working with the new Human Rights Ombudsman. It is important that women's rights be recognized as an integral part of the human rights to be supported. The U.N. declaration on the Rights of Women should be incorporated into any list of rights to be publicized or enforced. Specifically, several aspects of the new project should include gender consideration in their design, as follows:

- * The training component for investigations and report writing should include awareness of women's rights. Trainees should include women in proportion to their numbers in the group to be trained and training figures should be reported by gender.
- * The proposed educational and other activities to promote knowledge and observance of human rights should include education in women's rights. In addition to civic and political rights, messages about a woman's right to physical security should specifically be included to combat the high level of violence against women. For example, ONAM suggests that the UN Convention on Women's Rights be incorporated into the elementary school curriculum. The messages should be designed to reach remote, illiterate, and Maya-speaking populations as well as urban, literate and Spanish-speaking groups. Note the educational activities proposed in the discussion of project 520-0378.

5. INFRASTRUCTURE

- 5.1. Community-Based Integrated Health and Nutrition Systems - 520-0251
- 5.2. Farm-to-Market Access Road - 520-0332
- 5.3. Rural Electrification III - INDE Component - 520-0353.10
- 5.4. Highlands Agricultural Development - Access Roads Project Component - 520-0274
- 5.5. Rural Water Project - 520-0336
- 5.6. Volcanic Hazard Preparedness Project - 520-0379

COMMUNITY-BASED INTEGRATED HEALTH AND NUTRITION SYSTEMS

I. Project Information

- A. Project Number: 520-0251
- B. PACD:
1) original: 9/19/85 (loan)
9/30/85 (grant)
2) amended: 9/18/90 (loan and grant)
- C. Responsible Program Office(s): Project Development and Support Office
- D. Funding Amount(s):
1) grant: \$1,300,000
2) loan: \$9,500,000
- E. Implementation Agency(s): Division de Saneamiento del Medio (DSM), Ministerio de Salud
- F. Major Contractor(s): None
- G. Last/Next Evaluation: February 1989/End of Project

II. Project Purpose

The goal of this project has been to improve the health and nutrition status and overall welfare of the rural poor in the target area (originally in Solola, San Marcos and Totonicapan, amended to include Quiche, Huehuetenango and Quetzaltenango). In the overall, the project has sought to reduce the incidence of maternal and child mortality, infant mortality and infant/child malnutrition.

The purpose of this project was to develop the institutional capacity within the Ministry of Health to increase and improve the coverage and effectiveness of an integrated rural health delivery system in the target area.

III. Project Description

The project sought to improve the health conditions of rural areas in six western highland departments in Guatemala by providing water supply systems, latrines, and environmental sanitation related health education. The maintenance of the systems would be provided through the training of local committees that could collect funds and administer the system.

A. Project Objectives/Outputs

The original project included the following components: Environmental Sanitation, Primary Health Care and Support Systems. The 1985 Amendment to the project dropped the primary health care and support system component in view that it was not achieving its anticipated results. The amendment also extended the project life, increased the funding, and added the above mentioned three departments to the target area. The primary focus of the current project has been on potable water systems, sanitation, and public health education as it relates to sanitation. Specific activities include:

1. Install 310 potable water systems
2. Connect approximately 20,000 new households to the potable water system
3. Construct 23,500 latrines
4. Establish local committees in each town to operate, maintain and manage the water systems.
5. Provide 135 communities with a basic health education program.

B. WID Activities and/or Actionable Issues

The original Project Paper indicated that while the entire rural population in the targeted departments would benefit, emphasis would be given to the "major at-risk" groups, defined as rural children under five and women of child-bearing age. It was estimated that 167,000 women fell into this classification. Consequently, while no project specific activities were directed solely at women, it was anticipated that all of the activities would benefit women.

The Project Paper discussed the health benefits associated with the introduction of potable water systems that deliver water to the home. The original social soundness analysis hypothesized that an additional, often not recognized, benefit of this water supply system would be that villagers would have to travel (walk) less (up to 70 times less distance) to supply their family's water requirements. Therefore, significant time and effort savings would be made that could be refocused into socially and economically productive efforts. Although the original social soundness study did not identify the principal beneficiaries of this savings, it is generally understood that girls and women travel to the local water source significantly more often than men. The Project Checklist did, however, confirm that women would benefit from the project because they would no longer have to carry water long distances daily. This implies that girls and women would be the greater beneficiaries of this project.

The USAID project engineer indicated that a further benefit of providing water to households was the improved health of the family, since the water would not be carried nor stored in containers that were usually contaminated.

Further, it was historically thought that women enjoyed socializing while they washed clothes together at a public water source. However, the original project social soundness study cited a 1977 study that found that most women preferred to wash clothes at home because it was easier and faster. Therefore it is implied that women, by having a water source in or near their home, would further benefit by saving time in their household washing activities. The time saved could be channeled into socially or economically productive activities.

In terms of the health care systems (the component that was dropped), the social soundness analysis found that while most small communities were in close proximity to health posts, the indigenous populations were reluctant to use them, especially in the case of pregnancy, child-birth and post natal care. The social soundness analysis speculated that the reason for this reluctance was female modesty, concern over the gender and age of the doctors, unwillingness to leave children alone and the unwillingness of husbands to allow their wives to attend the health posts. In response to this, the health care component was designed to upgrade the capabilities of midwives, the traditional providers of health services.

The Project Paper for Amendment 1 focused on the expansion of the environmental sanitation component of the project. There is no indication that a social soundness analysis was conducted. The only reference to gender issues is in the Project Checklist, indicating that women would participate by carrying construction materials and would benefit by having greater access to water. The benefits were identified in terms of the health benefits associated with the reduction of water-borne diseases. It indicated that better health leads to increased productivity in the work environment. Although one could presume that these health benefits would accrue to both men and women, the study did not include data on this issue.

C. WID Progress to Date

The project, as originally designed, did not contain any activities specifically focused on women, neither as beneficiaries nor as participants.

As has been noted, the primary health care component was dropped from the project. While this component would have benefited women by training midwives, etc., the desired results were not achieved because responsibility for the component was not clearly assigned within the Ministry of Health and the training approach was top-down rather than bottom-up. In the amended project, health education related to sanitation was introduced and placed under the implementing agency (DSM).

In the construction phase, women's participation was limited to the provision (not necessarily sale) of food to the community workers building the aqueduct. This was pointed out by both the evaluation report and the project officer. There was no data to support the supposition that women had carried construction materials as suggested in the Project Checklist of the Amendment.

The new water systems are managed by five person Community Water Committees. The evaluation of the project found that women were not active participants in the committees; the members are selected by the residents of the communities and are generally men. While there has not been any data collected or reported regarding women's participation as members of these committees, the DSM has the raw data available for such an analysis.

Contrary to the evaluation report, the USAID project officer observed that the dynamics of the committees was such that although the members were men, their wives were generally with them and actively advising them on most issues discussed in the meetings. Further, the DSM project engineer noted that there is at least one committee in which 100% of the members are

women, while four or five other committees were over 50% women. Several other committees have some women members. The DSM engineer observed that women's participation on the committees was more prevalent in the coastal lowlands than in the rural highlands. This may indicate cultural differences with respect to the role of women, between the indigenous populations living in the two regions.

The current SAR has reported that 624 people were trained in the operations and maintenance of the water systems. Information to disaggregate this figure by sex is reportedly not available. The health education activity, set up in 1987, also reportedly has no information on its success nor on the number of people trained or their sex. It is noted that the work plan developed by the DSM for this activity indicated that the target group to be trained would be mothers and young children.

In terms of beneficiaries, the data was not disaggregated by sex. Generally, one could conclude that families have benefitted by having access to a greater volume of water and saving time in its collection. The time savings, according to the evaluation report, allowed more time for household chores. Unfortunately, the water system, as designed, often delivers water to a standpipe located in the yard of each house. This type of home connection was frequently due to the fact that these rural homes had no interior drainage system as would be needed if water were to be delivered into the home. Because of the yard standpipe connection, most families continued to store water in containers that frequently were contaminated. Thus, the health benefits of the project were very limited. This may be mitigated as the personal hygiene and sanitation education begins to take hold.

IV. Recommended WID Action(s) and Target Date(s)

As this project will end in September 1990, there is little that can be recommended that could be implemented during the remaining life of the project. Although the evaluation conducted in February 1989 did provide some good recommendations for the improvement of this and future water and sanitation projects, it did not make any recommendations specifically focused on gender issues. There are several lessons to be learned from this project regarding the incorporation of women that could improve the design and implementation of the follow-on project, the Highlands Water and Sanitation Project.

1. The management and operation of water systems is critically important to women from the perspective of family health and hygiene as well as their daily time available for socially and economically productive activities. Therefore, women have a strong interest in and could be effective participants in the management of their community water systems. Future projects should strongly encourage or even require that Community Water Committees have some female members prior to the community being selected to obtain a new water system. It should be noted that in the Rural Water Project of CARE, there has been an acceptance of at least one female member on each community water committee.

Timing: This concept should be designed into the new Highlands Water and Sanitation Project.

2. Some evaluation should be made of the apparent cultural differences between the indigenous populations in the coastal lowlands and the rural highlands regarding the role of women in the management of community water systems.

Timing: Include this as part of the scope of work of the end of project evaluation.

3. To further support the health goals of the project, future projects should have strong health education components that provide personal hygiene and sanitation training to women. This focus is needed because women govern the health of their families. In order to be most successful, this training should be provided by female, health oriented social workers employed by the implementing agency. The current training approach in the Rural Water Project may be a good model.

Timing: Include these analyses in the scope of work for the end of project evaluation.

4. A wealth of information could be developed from the results of this project regarding the impact of water and sanitation projects on women. It is recommended that as part of the end of project evaluation, an effort should be made to identify the impact the project has had on women. Did women actually realize time and effort savings by having water available in their home? How was that time and effort channeled into other activities and did that have a positive social and economic impact on their families and communities? In those cases where women participated as members of the Community Water Committees, was their contribution effective, what are their strengths in terms of their contribution to the water system management?

Timing: Include these analyses in the scope of work for the end of project evaluation.

FARM TO MARKET ACCESS ROADS

I. Project Information

- A. Project Number: 520-0332
- B. PACD:
1) original: 12/31/89
2) amended: 09/30/91
- C. Responsible Program Office(s): Program Development and Support Office
- D. Funding Amount(s):
1) grant: \$2,100,000
2) loan: \$27,900,000
- E. Implementation Agency(s): Programa de Caminos Rurales (PCR) of the Direccion General de Caminos (DGC)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: May 1989/End of Project

II. Project Purpose

The goal of this project has been to expand the income, productivity and quality of life of Guatemalan small farmers by expanding the network of all weather farm-to-market and tertiary roads in the target area and to institutionalize the national program to construct and maintain low-cost, labor intensive rural farm-to-market roads. The project should provide approximately 260 communities with first time access to regional markets as well as valuable government support services such as agricultural extension services, schools and medical centers.

III. Project Description

This project was intended to operate in tandem with the HADS Access Roads component (520-0274) in that under this project rural access roads are to be constructed or rehabilitated. The HADS project, on the other hand, has been responsible for the maintenance of the roads built under this project or a previous AID funded project. The project initially provided road construction and rehabilitation in six departments but, as amended, the project operates in nine departments.

A. Project Objectives/Outputs

The current amended end of project targets for this project are that PCR would construct 1,555 km. and would rehabilitate 150 km. of rural access roads. It would also upgrade 240 km. of

tertiary roads using heavy equipment and manual labor when required. To accomplish this, the PCR would employ unskilled labor from the communities along the roads. It was estimated that, over the life of the project, the PCR would use 162,000 person months of paid labor. The components of the project include:

1. Farm to market access road construction and rehabilitation would apply labor intensive methods to construct new access roads along routes that are generally considered to be trails. While the construction would be completely new roads, the rehabilitations would cover the reconstruction of older roads that had deteriorated to a point beyond repair. The construction and rehabilitation work would be performed by paid local labor, organized by the Rural Community Construction and Maintenance Committees, and supervised by engineers of the PCR.
2. Improvement of tertiary roads. This component would upgrade and improve existing dirt routes and gravel roads to all-weather, gravel topped roads. It was anticipated that, due to the type of work needed to upgrade the tertiary roads, heavy equipment support will be needed.
3. Maintenance of the access roads. In Amendment 2 to the project, a maintenance component was added in order to establish the mechanism to cover construction, rehabilitation and maintenance under one contract.
4. Institutional strengthening of PCR. This component would seek to improve the PCR's overall ability to manage and plan the overall rural roads activities. This would include technical assistance in the computerized road selection process, construction of some regional offices and maintenance of heavy equipment.

B. WID Activities and/or Actionable Issues

There are no specific activities in this project that focus on gender issues or specific benefits for women. Some gender issues that should be considered include:

1. The Project Paper for the original project did not mention women except in the Project Checklist which indicated that rural women would provide logistical support to the construction crews and would benefit by having access roads that facilitate their ability to take products to regional markets. The social soundness analysis did not mention women as participants nor as beneficiaries.
2. By having road access to regional markets, women may be stimulated to produce cash crops and/or handcraft items for sale in regional markets. The social soundness analysis for Amendment 2 found that as the women's cash income increases (as a result of her increased commercial activity) the family will be able to consume more of the food that they produce and consequently the level of family health is improved.

3. The social soundness analysis for Amendment 2 also indicated that an access road reduces the isolation faced by rural women and opens opportunities for improved medical care, extension services, access to improved fertilizers and seeds, etc.
4. The SAR indicates that "due to cultural aspects" women do not participate in a direct way in access road maintenance activities. It notes, however, that they participate indirectly by selling food to maintenance workers on a daily basis. We believe that women can effectively participate on more of the road maintenance activities.
5. An additional gender issue relates to the criteria used to select a road for maintenance, construction or rehabilitation. The questionnaires and weighing factors were described in detail in the Amendment 2 Project Paper. However, a socio-economic survey is conducted to prioritize applications for new road construction or rehabilitation. The survey is conducted by PCR road promoters (social workers) among the communities along the road. The survey takes into consideration women's economic activities in the region although the weighing factor for these activities is very low in relation to other socio-economic and engineering factors. In terms of projected economic benefits, the survey estimates the value of increased agricultural production but only acknowledges that women are economically active (no projection of increased income potential). Although the survey is conducted by the road promoters, many of whom are women, the interview is always conducted with the head of the household, who is, in many cases, a man.

C. WID Progress to Date

There are no gender disaggregated data being reported on this project and only a few references have been made in the SAR and the May 1989 evaluation report regarding women's participation in the project. Moreover, the May 1989 evaluation covered both this project and the HADS Access Roads component and the findings were not identified by project. It is likely, however, that the findings are relevant to both projects. The USAID project officer confirmed that, with respect to women's participation, the evaluation comments did apply to both projects.

Under this project there are three ways that women may benefit or participate.

1. Participation on the Rural Community Construction and Maintenance Committees and the road maintenance crews. The USAID project officer indicated that approximately 600 to 700 committees have been formed and that some of them have women participants, primarily serving as secretaries or treasurers of the committees (by law the secretary and treasurer have to be literate). The May 1989 evaluation report, however, observed that "with very few exceptions, women have not served on pro-road committees." The Coordinator of Social Workers at PCR concurred with this finding, but also pointed out that women actively participate in the selection of the committee members. The principal exception was when women formed a committee because the men in their community were fully occupied in commercial activities.

With regard to working on the road maintenance activities, the evaluation report "found no cases in which women worked as members of road crews." The USAID project officer and the SAR have both indicated that women play an important logistical support role in that they sell food to the road crews, thus generating additional income. The impact of food sales was considered to be greater on this project than on the HADS because the road construction activities were year round while the HADS maintenance work was only a few weeks per year. However, PCR indicated that the food is sold at cost and thus no extra income is generated.

2. Women do play a critical role in the PCR's overall management of the access road activities. Some 30% of the employees of the PCR are women and almost 60% of the PCR social workers are women. The social workers are the initial points of contact between the communities and the PCR. Only two engineers of 89 in DGC are women.
3. The opening of access roads offers many opportunities for a community to benefit. The principal perceived benefit is that products (agricultural, handicraft and textile) may be more easily transported to market and possibly to more distant markets where prices are better. There is an unsubstantiated supposition that women are the beneficiaries of this because they are responsible for taking their family products to market. The better access to markets is considered to improve the women's income, resulting in an improvement in the nutrition of their families. Women are perceived to indirectly benefit because the roads bring improved access to medical facilities and education opportunities for their families. It has also been suggested that the decreased isolation of rural women has also allowed the indigenous women to begin to learn Spanish, thus facilitating their commercial activities in regional markets. However, the evaluation report has stated that there has been no apparent benefit for women in this project. The evaluators had asked questions to determine if the project had benefitted women and the responses "were largely negative." The USAID Project Officer indicated that it seems that the evaluation team was not properly configured to realistically evaluate these indirect benefits. It seems apparent that there probably are some significant benefits to women resulting from the opening of new access roads but that they have not been analyzed.

IV. Recommended WID Action(s) and Target Date(s)

The PCR should be commended in its efforts to establish a group of road promoters, consisting primarily of women, for the interface between the PCR and the communities. This group provides the indigenous communities of the highlands a clear demonstration that women can and do participate effectively in economic activities. However, there are several recommendations that can be made to improve the participation of women in the road projects.

1. In the socio-economic survey of potential road projects, there should be increased consideration of the potential economic impact on women. To achieve this, the survey questionnaire should include a series of in-depth questions directed to women covering women's economic activities. A similar series of questions should be addressed to men. Some attempt should be made to project the potential growth

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in women's activities and incomes resulting from the new access road. The weighing factors on the PCR's computerized selection and prioritization program should be adjusted to more accurately reflect women's and men's individual and different contribution to their community's overall welfare. If this cannot be done then, as a minimal, the gender of the person being interviewed should be noted.

Timing: Within twelve months

2. There is a lot of supposition about the indirect benefits to women resulting from the new access roads. This is not based upon analytic data. The PCR should undertake a survey of the impact of the access roads on women (and also on men) in the communities which have had a completed road for more than three years. The analysis could use the socio-economic data collected in the selection process for the road as a substitute for non-existing baseline data.

Timing: Contract a reputable socio-economic consulting firm within six months to provide technical assistance in the evaluation of the existing socio-economic information, and recommend whether this information can and should be used, and what data collection techniques should be changed. They should also develop a work plan and design a socio-economic study of the project's impact. The study should be completed within six months of contracting.

3. The PCR should encourage the rural communities to include women on the road committees and should report data to USAID regarding the number of women members of the committees as well as the number of women participating on the road crews. The PCR could place a precondition to approval of a new road that the community road committee have at least one member. In the water sector the requirement to have at least one female member has been legalized.

Timing: Establish the requirement for female members of the committees within twelve months. PCR should begin reporting female participation on the committees and the road crews immediately.

**RURAL ELECTRIFICATION III
INDE COMPONENT**

I. Project Information

- A. Project Number: 520-0353.10
- B. PACD:
1) original: 8/25/95
- C. Responsible Program Office(s): Project Development and Support Office
- D. Funding Amount(s):
1) grant: \$9,100,000
- E. Implementation Agency(s): INDE
- F. Major Contractor(s): None
- G. Last/Next Evaluation: 1991

II. Project Purpose

This project is intended to expand the electrification in rural areas of Guatemala where the introduction of electricity will complement and maximize the productive potential of existing infrastructure and resources. The project has two major components: basic electrification (covered herein) and productive uses of electricity (covered on a separate project analysis sheet).

III. Project Description

This description covers the electrification (INDE) component of the Rural Electrification III project (#0353). The project will accomplish its electrification objectives through the construction of sub-transmission and distribution lines as well as household connections in rural communities. To provide sufficient electric power for the new demand that would result, the project will upgrade the transmission and transformation capabilities of three electric power substations in the Western highlands.

A. Project Objectives/Outputs

This project will provide new electric services to approximately 400 communities. It will install new connections for approximately 65,000 households and will benefit an estimated 325,000 inhabitants. The activities that will be performed under this project include:

- 1. Infrastructure Development. Included in this activity is the actual construction of the distribution system as well as the connections to the individual households. A

screening process is used to select the households to be connected to the power system. To participate in the program communities must establish a Community Pro-electrification Committee which, in turn, would organize the local labor inputs (voluntary - unpaid) to the construction activities.

2. Sub-transmission and Transformation. Because new connections are contemplated primarily in areas with low current capacities, this activity is to boost the transmission capacities of three regional sub-stations.

B. WID Activities and/or Actionable Issues

The overall Rural Electrification III project contains significant activities that could be considered to focus on women's participation. The Project Paper and the social soundness analysis both discuss women only from the perspective of beneficiaries. The impact on women as beneficiaries falls primarily in the Productive Uses Component (#0353.20) of the project, which is discussed in another project analysis sheet. None the less, there are elements of the electrification component that impact women and should be considered here.

1. The screening process used for selecting the communities that will participate in the program should be sensitive to the importance of women in the communities. Three conditions must occur to adequately take this into consideration. First, the questionnaire/interview should contain questions that identify women's economically productive activities and their current and potential contribution to the community. Second, women should be directly interviewed regarding these questions and other factors that form the components of the selection criteria. Frequently, such interviews and questionnaires are addressed only to the head of household, generally a man, who in turn speaks for his wife. Third, the weighting system used for the prioritization of the communities should give sufficient weight to women's activities to properly reflect their importance to the community.
2. Women may also participate directly as members of the Community Pro-electrification Committee and/or on the actual construction activities.

C. WID Progress to Date

This is a new project and construction has not yet started. Consequently, little information is available regarding the progress to date vis-a-vis project accomplishments or women's participation. The following observations may be made regarding the WID progress to date:

1. Although the Project Paper did not contain a copy of the questionnaire that is to be used to determine community priorities, it did contain a list demonstrating the weighting factors used for each criteria. One criteria is the "percentage of women dedicated to crafts" with a weight of 50 points. This value represents 5% of the overall evaluation criteria and 33.4% of the economic criteria. Clearly, the selection of communities takes some aspects of women's economic activity into consideration.

2. There is no information regarding the questionnaire or the interview process. For example, it is not known whether the questionnaire contains one or several questions regarding women's activities. Moreover, it is not known whether the interview is conducted with the head of household (normally a male) or with the wife of the couple. The actual interviews are conducted by INDE's social workers, who are all women. These social workers have demonstrated a sensitivity to the potential impact of rural electrification on women. Moreover, they train the residents of the communities in the safe use of electricity.
3. There is no reporting of women's participation on the committees and there has not yet been any construction work on which women could participate.

IV. Recommended WID Action(s) and Target Date(s)

The following are several recommendations that should be considered for implementation with this project:

1. In order to allow women a more direct voice in the electrification of their communities, INDE should encourage the committees to include women members.
 Timing: Begin this effort immediately. This could be achieved as the social workers assist the communities to form their committees.
2. As part of the regular project reporting, INDE should inform USAID of the participation of women either as members of the committees or as workers on the construction crews.
 Timing: Begin reporting immediately.
3. As the social workers train communities on the safe use of electricity, they should keep records disaggregated by sex of the numbers of residents trained. This information should be reported to USAID in the regular project reports.
 Timing: Begin reporting immediately.
4. In the socio-economic survey used to prioritize a community's participation in the electrification project, there should be increased consideration of the potential economic impact on women. To achieve this, the questionnaire should include (if it does not already) a series of in-depth questions directed to women covering their economic activities. Some attempt should be made to project the potential growth in women's activities and incomes resulting from having access to electrical energy. The weighting factor used in the screening program should be adjusted to more accurately reflect women's potential contribution to their community's overall welfare.
 Timing: Within twelve months.

**HIGHLANDS AGRICULTURAL DEVELOPMENT
ACCESS ROADS COMPONENT**

I. Project Information

- A. Project Number: 520-0274
- B. PACD:
1) original: 9/30/89
2) amended: 9/30/93
- C. Responsible Program Office(s): Project Development and Support Office
- D. Funding Amount(s):
1) grant: \$1,036,000
2) loan: \$5,379,000
- E. Implementation Agency(s): Programa de Caminos Rurales (PCR) of the Direccion General de Caminos (DGC)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: May 1989/1993

II. Project Purpose

The overall purpose of this on-going project is to improve the productive resource base of the rural poor in the highlands of Guatemala. The Access Roads component is to provide road maintenance of the existing road network in order to assure that rural farmers have continuous access to markets, agricultural inputs, health and extension services.

III. Project Description

This component of the Highlands Agricultural Development Project is to provide preventive road maintenance and major resurfacing of road segments, utilizing labor intensive methods.

A. Project Objectives/Outputs

The end of project targets are to perform road maintenance on 1,300 km. per year and to use up to 405,000 person days of paid labor. To accomplish this, the project has three principal components:

1. Perform road maintenance. Rural Community Construction and Maintenance Committees, working with paid, non-skilled, local labor and supervised by PCR personnel, applying labor intensive methods to maintain roads.
2. Increase the employment at the PCR by 48-50 employees in their six regional offices to perform these functions.
3. Maintain heavy equipment. Two heavy equipment maintenance centers established, equipped and staffed with about 20 maintenance workers.
4. Develop road mapping and maintenance planning capability. A computerized system of road data and statistics as well as a computerized system for the selection of the roads to be maintained.

B. WID Activities and/or Actionable Issues

There are no specific activities in this project that focus on gender issues or delineate specific benefits for women. Some gender issues that should be considered include:

1. The social soundness analysis of the original Project Paper implies that women and men would benefit equally by having access roads that facilitate their ability to take products to regional markets and to have better access to government-provided health care, agricultural extension services, etc.
2. By having road access to regional markets, women may be stimulated to produce cash crops and/or handcraft items for sale in regional markets. The Project Paper for Amendment 4 stated that as women's incomes go up, they will make the decision to purchase more food items (presumably freeing up time from vegetable gardening for handcraft production).
3. The Project Paper for Amendment 4 states that a women's income is more closely related to family nutrition than is other family income.
4. The SAR indicates that "due to cultural aspects" women do not participate in a direct way in access road maintenance activities. It notes, however, that they participate indirectly by selling food to maintenance workers on a daily basis. We believe that women can effectively participate on more of the road maintenance activities.
5. An additional gender issue relates to the criteria used to select a road for maintenance, construction or rehabilitation. In general, the criteria for maintenance is that the road was built by PCR. The first activities to select a road for inclusion in the construction or maintenance program is that PCR road promoters (social workers) conduct a socio-economic survey of the communities along the road. The survey takes into consideration women's economic activities in the region although the weighing factor for these activities is very low in relation to other socio-economic and engineering factors. In terms of projected economic benefit, the

survey estimates the value of increased agricultural production but only acknowledges that women are economically active (no projection of increased income potential). From a review of the survey instrument, it appears that the interviews are conducted with the male members of the communities.

C. WID Progress to Date

There are no gender disaggregated data being reported on this component of the HADS project, and only a few references have been made in the SAR and the May 1989 evaluation report, regarding women's participation in the project. Moreover, the May 1989 evaluation covered both this project and the Farm-to-Market Access Road project, and the findings were not identified by project. It is likely, however, that the findings are relevant to both projects.

Under this project there are three ways that women may benefit or participate.

1. Participation on the Rura' Community Construction and Maintenance Committees and the road maintenance crews. The USAID project officer indicated that approximately 600 to 700 committees have been formed and that many have women participants as secretaries or treasurers of the committees (by law the secretary and treasurer have to be literate). The May 1989 evaluation report, however observed that "with very few exceptions, women have not served on pro-road committees." The Coordinator of Social Workers at PCR concurred with this finding, but also pointed out that women actively participate in the selection of the committee members. The principal exception was when women formed a committee because the men in their community were fully occupied in commercial activities.

With regard to working on the road maintenance activities, the evaluation report "found no cases in which women worked as members of road crews." The USAID project officer and the SAR have both indicated that women play an important logistical support role in that they sell food to the road crews, thus generating additional income. However, PCR indicated that the food is sold at cost and thus no extra income is generated.

2. Women do play a critical role in the PCR's overall management of the access road activities. Some 30% of the employees of the PCR are women and almost 60% of the PCR social workers are women. The social workers are the initial points of contact between the communities and the PCR. Only two engineers of 89 in DGC are women.
3. The opening of access roads offers many opportunities for a community to benefit. The principal perceived benefit is that products (agricultural, handicraft and textile) may be more easily transported to market and possibly to more distant markets where prices are better. There is an unsubstantiated supposition that women are the beneficiaries of this because they are responsible for taking their family products to market. The better access to markets is considered to improve the women's income, resulting in an improvement in the nutrition of their families.

Women are perceived to indirectly benefit because the roads bring improved access to medical facilities and education opportunities for their families. However, the evaluation report has stated that there has been no apparent benefit for women in this project. The evaluators had asked questions to determine if the project had benefitted women and the responses "were largely negative." The USAID Project Officer indicated that it seems that the evaluation team was not properly configured to realistically evaluate these indirect benefits.

IV. Recommended WID Action(s) and Target Date(s)

The PCR should be commended in its efforts to establish a group of road promoters, consisting primarily of women, for the interface between the PCR and the communities. This group provides the indigenous communities of the highlands a clear demonstration that women can and do participate effectively in economic activities. However, there are several recommendations that can be made to improve the participation of women in the road projects.

1. In the socio-economic survey of potential road projects, there should be increased consideration of the potential economic impact on women. To achieve this, the survey questionnaire should include a series of in-depth questions directed to women covering women's economic activities. A similar series of questions should be addressed to men. Some attempt should be made to project the potential growth in women's activities and incomes resulting from the new access road. The weighing factors on the PCR's computerized selection and prioritization program should be adjusted to more accurately reflect women's and men's individual and different contribution to their community's overall welfare. If this cannot be done then, as a minimal, the gender of the person being interviewed should be noted.

Timing: Within twelve months

2. There is a lot of supposition about the indirect benefits to women resulting from the new access roads. This is not based upon analytic data. The PCR should undertake a survey of the impact of the access roads on women (and also on men) in the communities which have had a completed road for more than three years. The analysis could use the socio-economic data collected in the selection process for the road as a substitute for non-existing baseline data.

Timing: Contract a reputable socio-economic consulting firm within six months to provide technical assistance in the evaluation of the existing socio-economic information, and recommend whether this information can and should be used, and what data collection techniques should be changed. They should also develop a work plan and design a socio-economic study of the project's impact. The study should be completed within six months of contracting.

3. The PCR should encourage the rural communities to include women on the road committees and should report data to USAID regarding the number of women

members of the committees as well as the number of women participating on the road crews.

Timing: Establish the requirement for female members of the committees within twelve months. PCR should begin reporting female participation on the committees and the road crews immediately.

RURAL WATER PROJECT

I. Project Information

- A. Project Number: 520-0336
- B. PACD:
1) original: 6/30/88
2) amended: 12/31/91
- C. Responsible Program Office(s): Project Development and Support Office
- D. Funding Amount(s):
1) grant: \$1,500,000
- E. Implementation Agency(s):
1) CARE
2) UNEPAR (Unidad Ejecutora del Programa de Acueductos Rurales)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: January 1990/December 1990

II. Project Purpose

The purpose of this project has been to support the construction and use of potable water and sanitary systems for the rural population. Included in this was the improvement of public health through sanitation-oriented health education. The original title of the project, as proposed by CARE, was "Water, Women and Health." Although USAID recognizes the project as the Rural Water Project, at CARE the project is still known by its original title.

III. Project Description

This project was the result of an unsolicited proposal from CARE and consequently no Project Paper has been written. The project purpose, as defined in the Grant Agreement, is to provide rural inhabitants in 69 (the SAR indicated 57) communities in seven departments (Huehuetenango, San Marcos, Quetzaltenango, Solola, El Quiche, Totonicapán and Baja Verapaz) with improved health conditions through the construction of potable water and sanitary systems and health education. As originally configured, the project was to benefit approximately 54,000 inhabitants of these seven departments.

In the original design, the implementing agency working with CARE was the Ministry of Development. As a result of some difficulties in the first year, the implementing agency was changed to UNEPAR.

A. Project Objectives/Outputs

The objective of this project was to achieve an improvement in the public health by supporting the construction and use of potable water systems and sanitary waste disposal in the rural highlands. To achieve this the project has had three components:

1. The installation of water and sanitation systems. UNEPAR was to be responsible for the construction of water systems in 57 communities and 5,000 latrines in the same communities. As with the Community-Based Health Project, the construction called for gravity flow water systems constructed with project supplied materials and UNEPAR technical personnel. Each community contributed manual labor and locally available materials.
2. The health education component originally was to have health extension workshops carried out by social workers from the Educacion Extra-Escolar unit of the Ministry of Education. CARE was to provide the training materials. In this project, the health education component was focused specifically on women. The health education component seems to have had difficulties getting started (noted in both the 1986 and 1990 evaluation reports) and is only now beginning to be implemented. CARE has had to assume responsibility for the workshops.
3. The establishment of Community Water Committees and local tariff systems. The Community Water Committees would be similar to those set up under the Community-Based Health project. The tariff rate system defined in the project called for a monthly tariff per household of Q.1.00, of which Q.0.20 was to be for operations and maintenance, while the balance was reserved for system expansion, community development projects associated with water and "community projects to improve the role of women and health."

B. WID Activities and/or Actionable Issues

This project was originally designed to focus on women and its components were all predicted to benefit women. As with the Community-Based Health project (0251), women were thought to benefit by not having to carry water long distances. Moreover, because women were considered to be leaders on family health issues, the education component was focused solely on women. The tariff rate structure allowed for the earmarking of excess funds for women's development projects.

The best description of the project's focus on women was stated in CARE's original proposal:

This project is a "Women in Development" project due to the emphasis on the involvement and participation of women. Women are instrumental in promoting community acceptance of the expense and commitment required in the installation of a safe drinking water system. Of great importance, and in addition to benefitting in terms of time and energy saved, village women will be reached directly in the health extension workshops. Through the

educational forums, village women will be the prime instigators of improving family health and hygiene in the isolated project villages.

The principal, planned activity involving women, was the health education component. The approach that has been implemented was the organization of workshops that would be held for an estimated 600 women and older girls. Training groups consisting of fifteen women were established and received training twice each month. Seven CARE social workers (five women and two men) conducted the training sessions and also performed follow-up visits after each training session to the homes of each woman in the group. The topics covered during the workshop series included: the nature of fecal/oral transmission, the health hazard of contaminated water, as well as how bodies of water become contaminated (note that according to the evaluation of Project 0251, only 3% of the rural population understood the concept of contamination), personal hygiene, the protection of stored water, the importance of a clean home (free of human and animal waste), and the importance of keeping latrines clean.

In proposing the project amendment CARE noted that women are responsible for all domestic duties and consequently are required to walk considerable distances, several times a day, to bring small quantities of water from remote rivers, springs and natural pools. Generally, the water is carried and stored in contaminated containers. The proposal observed that the new water systems would improve family health and save time for women, and that the time could be more productively used.

In their proposal, CARE indicated women could become members of the Community Water Committees and could be very active participants in the overall management of water systems. They hypothesized that women would be effective in the monitoring of the water systems' flow level as well as the potability of the water. CARE foresaw that communities may have been unwilling to select women members of the Community Water Committees and committed to negotiate with local authorities to persuade them to accept women members of the committees.

C. WID Progress to Date

Given that this project was initiated by CARE as a "Women in Development" project, it is disappointing that no data on the participation of women in the project is reported in the SAR. Reportedly, sex disaggregated data on training activities under this project is available from CARE. As an example, in CARE's most recent quarterly report to USAID, it was reported that 1,278 women, 24 men and 65 children had participated in the health education program during the months of April to June 1990. These figures may be somewhat misleading in that each participant attends training sessions twice each month. None the less, this is regularly reported data that is not being used.

The project evaluation conducted in January 1990 made only one reference to women. That was that the addition of a female member to the Community Water Committees would enhance the implementation of the health education component. The implication is that these committees have no women members. Moreover, the health education component was only just getting started when the evaluation took place. As indicated in the original proposal, CARE has negotiated with local authorities to include at least one female on each community water committee and reportedly they were able to legalize the requirement. Consequently, all committees

established by CARE are reported to have at least one female member who is responsible for coordinating the health education activities in their communities.

As with other infrastructure projects there has been much supposition about the indirect benefits to women that would result. One of the frequently mentioned water supply benefits for women is the time and effort savings that they realize by not having to carry water. The CARE project officer indicated that this is still an unsubstantiated opinion. However, he has noted that women are extremely enthusiastic about having water in their homes. The 1986 project evaluation recommended that as part of the selection criteria for communities that would receive new water and sanitation systems, the communities should have or introduce some income generating activities that could absorb the time and effort saving that women would realize for not having to carry water. This has not been done and, as yet, there is no concrete information as to whether women do realize this time and effort savings. Likewise, there is no information about how women have chosen to use such savings.

The original grant agreement for this project had required that excess funds collected by the community water committees be used for, among other things, community projects that support improvements in the role of women. This had not been proposed by CARE and has not been implemented because the law establishing the water committees defines the allowable uses of excess funds. The law specifies that funds collected as a result of water tariffs must be used for operations and maintenance or for repair or expansion of the system. Only after three years could the funds be used for any other purpose and only with the approval of UNEPAR (or DSM, the implementing agency for the Community-Based Health project.) Most of the new systems have not been in operation for three years and there is no record of any available excess funds.

IV. Recommended WID Action(s) and Target Date(s)

We commend CARE for taking the initiative to successfully obtain a legal requirement that all community water committees have at least one female member.

Since there is no data available to determine the impact of the project on women, it is difficult to recommend specific actions to improve the impact on women. However, there are some actions that may improve women's participation in the overall water supply program as well as to improve the level of knowledge that could serve as a base for future recommendations. The following are some suggested recommendations:

1. It is recommended that, since the health education component got started late, efforts should be made to increase the number of social workers available to conduct the training. This would allow the health education component to broaden its coverage and train many more women. Moreover, since this component addresses public health issues, the project could benefit by better coordination with the public health professionals within USAID as well as the Ministry of Health.

Timing: Three months to organize an expansion in the training capabilities as well as to organize the liaisons with the public health officials of USAID and the Ministry of Health.

2. In conducting the health education training, the social workers should identify the best trainees in each community and provide them with additional, in-depth training, so that they can serve as a source of support for their neighbors during the absences of the social workers.

Timing: Six months to develop the in-depth training course, and to identify the candidates from each community and initiate training.

3. Training should be provided to women in the community regarding the administrative and treasury functions of the water committees, as well as the operation and repair (minor) of the systems. In this way, women will develop a capability to effectively participate in the overall management of the water systems.

Timing: Six months to develop the training materials and initiate training.

4. Regular reporting should be established regarding the participation of women on the committees as well as in the training workshops.

Timing: Reporting should begin immediately.

5. More generally, data should be collected to evaluate the overall impact of the project, i.e. the introduction of new water and sanitation systems, on women. Do women and girls actually save time by not having to carry water and if so, how do they use that time? An additional question could be whether the introduction of water in the home (actually in a standpipe in the yard) and sanitary latrines improved the health of families and how has that benefited women? Have the water systems been effectively managed by the committees and have the female members also contributed effectively? Have the tariff rates been properly set and have the committees built up a cash reserve? If so, how is the money being used?

Timing: Six months to develop a scope of research and contract a good socio-economic research firm. The study should be completed within six months from signing the contract.

VOLCANIC HAZARDS PREPAREDNESS PROJECT

I. Project Information

- A. Project Number: 520-0379
- B. PACD:
1) original: 12/31/89
2) amended: 09/30/90
- C. Responsible Program Office(s): Project Development and Support Office
- D. Funding Amount(s):
1) grant: \$337,940
- E. Implementation Agency(s):
1) US Geological Survey (USGS)
2) INSIVUMEH
- F. Major Contractor(s): USGS
- G. Last/Next Evaluation: None

II. Project Purpose

The purpose of this project is to strengthen the capacity of the National Institute of Seismology, Volcanology, Meteorology and Hydrology (INSIVUMEH) to carry out a monitoring program of volcanic hazards in Guatemala. INSIVUMEH should acquire the capability to administer and control the activities necessary to prevent volcanic disasters.

There is no Project Paper for this project, which is a follow-on to emergency assistance provided by the USGS Volcano Crisis Assistance Team (VCAT) to the Government of Guatemala. The basic description of the project was presented in the VCAT final report (dated March 30, 1987) of their previous assistance activities.

III. Project Description

This project is to provide training, technical assistance and equipment to INSIVUMEH to support their capability to monitor volcanic activity at four active volcanoes, and to predict possible eruptions. The project did not address the issues of emergency preparedness and civil defense for the communities within the areas of possible volcanic damage.

A. Project Objectives/Outputs

The objectives of this project were to provide practical training to INSIVUMEH technical staff and to develop the capability to perform low level monitoring and evaluation of four active volcanoes. To accomplish these capabilities the project included the following components:

1. The development of hazard maps of two volcanoes
2. Seismic surveillance and deformation monitoring of four volcanoes
3. Training of INSIVUMEH technical staff in the conduct of hazard evaluations
4. The provision of geological study kits and geochemistry kits for the study of hot springs and the health hazards of ash contaminated air and water
5. The financing of the procurement of equipment loaned from the USGS to INSIVUMEH.

To date, eight INSIVUMEH technical staff members, all men, have received training in Colombia, California and Hawaii.

B. WID Activities and/or Actionable Issues

There are no activities in this project that focus on women, nor were women mentioned in the project plan that was included in the USGS-VCAT final report from their previous assistance project.

There are no female geologists employed by the INSIVUMEH. We were told that the reason for this is that no women have chosen to study geological engineering in the university because of the cultural barrier to women working in the field, pressure from their families and homes for long periods of time.

The benefits of early warnings of potential volcanic eruptions accrue to all residents within the hazard area of the volcanoes. It is estimated that up to 39,000 people live within the areas that would be totally devastated by an eruption of the four volcanoes, and an additional 450,000 people live within the areas that could be affected by heavy air falls and mud flows resulting from volcanic eruptions. While there is no data on the proportion of these people who are women, it may be estimated that slightly more than 50% are women or girls. They, as well as their families, would benefit from this project by receiving early warning of volcanic eruptions.

C. WID Progress to Date

There are no gender oriented activities and there has been no WID progress to date. The only area where some women's participation could have been possible was in the training program. However, INSIVUMEH is reported to have no female geologists.

IV. Recommended WID Action(s) and Target Date(s)

Because this project is terminating in September 1990, no recommendations can impact the balance of the project activity.

A follow-on project, Disaster Preparedness, had been contemplated and according to the current Action Plan women will benefit equally to men. However, we were informed that the project has been indefinitely postponed. If the project is revived, consideration should be given to requiring that INSIVUMEH develop a plan to promote interest among female engineering students in geological studies which would lead to careers in INSIVUMEH.

6. PRIVATE ENTERPRISE PROGRAM

- 6.1. Private Enterprise Development - 520-0341
- 6.2. Micro-Business Promotion - 520-0377
- 6.3. Entrepreneurial Development - 520-0380
- 6.4. ASINDES PVO Development Project - 520-0348
- 6.5. Rural Electrification III - Productive
Uses Component - 520-353.20
- 6.6. Low-Cost Housing Program - 520-0261
- 6.7. Private Sector Development Coordination - 520-0337
- 6.8. Special Project Assistance Fund (Peace Corp) - 520-0383
- 6.9. Special Development Fund - 520-0145

PRIVATE ENTERPRISE DEVELOPMENT (PED)

I. Project Information

- A. Project Number: 520-0341
- B. PACD:
1) original: 8/27/92
- C. Responsible Program Office(s): Office of Private Enterprise Development
- D. Funding Amount(s):
1) grant: \$10,000,000
- E. Implementation Agency(s):
1) The Chamber of Entrepreneurs (CAEM)
2) The Ministry of Economy (MOE)
3) The Guatemalan Management Association (AGG)
4) The Nontraditional Product Exporters Guild (GEXPRONT)
5) The Guatemalan Financial Chamber (GFC)
- F. Major Contractor(s):
1) USDA PASA
2) Management Systems International (MSI)
3) Ernst & Young
4) Inter-American Management Consulting Group
- G. Last/Next Evaluation: April 1990/1992

II. Project Purpose

The PED Project, initiated in 1987, implements USAID/Guatemala's private sector strategy, which seeks to improve the climate for economic growth by reducing constraints to the private sector. The purpose of the project is to strengthen the economic and policy role of private enterprise in Guatemala. The goal is to broaden people's participation in national socio-economic development by 1) providing private sector firm's access to technical and managerial knowledge and financial resources, 2) improving the capability of private sector firms and institutions to meet the needs of private enterprises, and 3) encouraging private sector organizations to take the lead in policy dialogue on issues essential to achieving a significant and lasting expansion of economic opportunity.

III. Project Description

The PED Project is the first large private sector effort undertaken by USAID/Guatemala. The project consists of assisting the Government of Guatemala's Ministry of Economy and the

Guatemalan Entrepreneurial Chamber (CAEM) to strengthen the economic and policy role of private enterprise in Guatemala. The Project components include the provision of technical support to small and medium size enterprises (SME); promotion of private sector export development; development of private financial markets; and support for new private sector initiatives. The project will concentrate on three main activities: training and technical assistance, policy dialogue, and institutional strengthening.

The primary target group or beneficiaries are the SME's. All components of this project address the problems of the SME, but are not exclusive to this group. Services are being provided to promote other elements of the projects, such as export promotion and privatization opportunities.

The strategy of the project is to build development programs within existing private sector organizations in three crucial areas: technological transfer, non-traditional export expansion, and financial markets development.

A. Project Objectives/Outputs

1. Small and Medium Enterprise Technical Support

- Establishment of a SME Development Center in the AGG (provide training, technical assistance, policy dialogue, information network, and constituent services). The Center, called the Centro de Desarrollo Empresarial or CEDE, is functioning as a semi-independent adjunct of AGG.
- Training program for small enterprise managers (1000) Basic package includes 7 courses (112 hours): accounting, fundamentals of management, administration, interpretation of financial statements, human resources management, management of bank loans, entrepreneurial strategies, marketing, sales, etc.

2. Export Promotion

- Address concerns re obstacles affecting exports (transportation, finance, fiscal incentives, etc.)
- Establish a Foreign Trade Production Facility (FTPF)
- Establish a FTPF Investor Service Center
- Institutionally strengthen National Export Promotion Council-CONAPEX

3. Financial Market Development

- Develop Guaranty Fund to promote lending to SME's (500 loans to SME's not otherwise able to receive them)

- Conduct financial market research, development, promotion and policy dialogue

4. New Private Enterprise Initiatives

- Implement new fiscal incentive law
- Implement 6 activities justifying policies promoting investment, export or productive employment
- Conduct 2 privatization studies
- Provide 40 short-term international training opportunities

B. **WID Activities and/or Actionable Issues**

A review of the Project Paper, including the Social Soundness Analysis, indicates that no specific WID activities were incorporated nor considered in the preparation of this project. The expectation is, according to the statutory criteria (pg. 17), that women as well as men will benefit by the project. The SARs do not report gender disaggregated data regarding beneficiaries of and participants in the project.

Given that one of the project's objective was to change the nature of the economy by broadening the participation in and extending the benefits of economic growth beyond traditional limits, women are clearly one of the groups directly affected by this project. As a minimum, a measure of their participation in, and benefit from, the project's components should be made.

In discussions with implementing agencies, there is clearly one point of view, often expressed by women themselves, that women are not discriminated against in the Guatemalan business world. Further, there are no barriers to womans entry to and participation in private sector, entrepreneurial activities. Because of the economic situation currently facing the country, it is difficult for both female and male small and medium size entrepreneurs to progress, particularly when they are short of cash reserves. Among the lower classes and indigenous populations, however, the situation is quite different, especially in view of the lower education level of both men and women. It is harder for women to receive credit, and they will have to work that much harder than their male counterparts in convincing the banking community otherwise. Therefore, although clear barriers to women's participation in the business world may not exist in Guatemala, the environment in which women must conduct their businesses is different from that of men. Accordingly, women's needs are different, and require consideration in the delivery of technical assistance, training, and credit.

C. **WID Progress to Date**

1. CEDE

The mid-term evaluation of the project (MSI, April 1990) does provide some information regarding women's participation in the project. Of the 1,760 persons which received training in

1994

CEDE, approximately 25% were women. Of the 46 persons who had completed the complete training package, two were women (pg. 7). In general, women have consistently made up 25% of the participants in the program, i.e., this level has not decreased or increased since CEDE's inception.

CEDE is interested, as reflected in the evaluation and in interviews conducted for this assessment, in promoting greater participation of women entrepreneurs in its program. It is planning a number of special activities in order to attract them, consisting of the following.

- The inclusion of key women entrepreneurs in their weekly guest speaker program. They will serve both as role models and information regarding specific opportunities and constraints to women's participation in the business world.
- Currently all instructors are male. As a minimum, the instructors should be sensitized to the specific needs of their female student population. If possible, female instructors should be hired.
- Targeted and expanded course promotion. Current course advertisements should make special reference to the fact that women are encouraged to participate. Further, alternative communication mechanisms should be used, i.e., radio, announcements at community and committee meetings, GREMIAL sponsored events, to ensure women and men have every opportunity to participate.

In discussions with CEDE in regard to the specific needs of women entrepreneurs, the recommendation was made that CEDE should consider expanding its current course program to include a special segment dedicated to women in business. CEDE is currently offering a program covering the basics, i.e., accounting, marketing, management, cost control, etc. They have, on an experimental basis, offered a series of courses addressing agribusinesses, which is offered in addition to the basic program; they hope to continue this series. CEDE is also planning to offer a similarly structured series of courses, targeting receptive tourism services enterprises (incidentally, an industry segment which includes a large number of women). In this case, the student would take seven courses, of which five would be from basic curriculum, with two additional courses designed specifically to address the needs and constraints of a receptive tourism operator. A similar program could be designed for women entrepreneurs. All of these courses would be supported by technical assistance services.

CEDE believes that several of their more successful students have been women and that, in general, women are dedicated and hardworking students. They do have to be encouraged to participate however, in view of their lower educational level, and self-esteem. It is CEDE's belief that many of the successful new business ventures developed in the future will be done by women.

2. The GREMIAL

The GREMIAL is not currently compiling sex disaggregated data in regard to its membership nor participation in GREMIAL sponsored events. They do not anticipate any problem in providing this data in a gender disaggregated format. The GREMIAL is primarily responsible for policy dialogue to ensure barriers to exports are reduced/eliminated, and working with its

memberships to improve their opportunities for export. It offers training and technical assistance services, and information. Approximately 10% of the persons receiving training are women, according to the training coordinator. None of the technical assistance services have been specifically targeted to women, nor in the information area. It is the opinion of GREMIAL management, however, that there is an evident increase in the number of women participants, and they expect this trend to continue.

The GREMIAL is carrying out activities to foster the development of maquila and related export-oriented manufacturing operations. Both of these areas provide employment opportunities for men and women, but especially for the latter. However, women may have special needs in entering both the management and vocational level of these enterprises, and as such, the GREMIAL should consider assessing these needs for incorporation in both their technical assistance and policy lobbying areas.

It is important to point out that women are well represented in the implementation of the PEDS project. A large percentage of the GREMIAL's and AGG's organization are female. Although many are found at the operations level, women are also present in a significant at the commission and executive level. Therefore, women are participating in, and having an impact on, the project's implementation.

3. AGG

The AGG is not specifically targeting women in its program. It does offer one, very popular program, oriented towards women diplomats, professionals, wives of members, managers, etc., with the objective of strengthening their skills to more effectively carry out their diverse tasks, both in the work and home environment. AGG is currently designing a program targeted to small enterprises where many women managers are found, i.e., travel agencies, private schools, beauty shops, cafeterias, etc. This program will focus on how they can improve their operations.

The comment was made that many women in the upper middle and upper classes should be encouraged to participate more in economic activities for the benefit of their country. AGG does not have any specific plans at this time to stimulate such participation. AGG, currently is not targeting specific activities to women, nor is it reporting sex disaggregated data, although the data is available. Currently, women make up approximately 14% of the AGG's membership. A large percentage of its employees are also female.

4. Financial Markets/Guaranty Fund

This component of the project was recently transferred to the Bank of Guatemala. The Guarantee aspect of the program will be handled by a woman, and she has plans to heavily promote this Guarantee, through official and other publicity mechanisms. Clearly, the availability of credit to credit-worthy SME's will have an impact both on men and women, and is clearly needed.

IV. Recommended WID Action(s) and Target Date(s)

1. The implementing agencies and contractors should be requested to provide gender disaggregated data, by category of activity, level of participation, and delivery of service. This information should be reported in the SARs.

Timing: Immediately. Information should be incorporated into the projects tracking and evaluation system, which is not yet in place.

2. CEDE should be encouraged to promote the participation of women in its programs, implementing the recommendations it has developed to date. It should also consider the design of a program for women entrepreneurs, based on an in-depth needs analysis, conducted with current and graduated students. This will provide guidance in determining the content and focus of the program. CEDE should consider surveying its graduates, to determine if women face special constraints to professional achievement after return to their institutions, versus their male counterparts. Women should be encouraged to participate in current activities, and provided with the necessary additional assistance and training as required.

Timing: If needed, CEDE should consider requesting technical assistance in the design of the program and complementary surveys. Survey and design should be carried out during the next three months. Program should be included in new program for 1991.

3. The PED evaluation recommended that the Project be extended for an additional two years (1992-1994). The justification document for the extension will be prepared within a few months. It is highly recommended that a detailed gender analysis of the project's current activities, and potential for future interventions, be incorporated in the scope of work for the justification document. If necessary, technical assistance should be requested to integrate this gender focus in the document.

Timing: Include gender analysis in scope of work for project amendment team. October-November, 1990.

4. Training has been indicated as an area meriting further attention, particularly in regard to women's participation in the project and the industry. Vocational level training, technical training (quality control, line management, etc.), and training oriented to the maquila industry are needed, as well as basic level business training. CEDE is currently oriented to mid-management level training. Although several programs are targeted to the vocational level, many maquila operators are required to provide basic training to their new employees, in addition to hygiene and work ethics. A serious review of the country's private sector and industrial training offer should be conducted. Among other things, this analysis should be gender sensitive.

Additionally, both urban and rural areas should be assessed, in view of a recent trend showing maquila operations moving to secondary cities because of labor shortages.

Timing: Second quarter, 1991.

5. Export manufacturing is significant to women in developing countries, in view that a great majority of the jobs are held by women. Although complaints have been made in regard to low wages and insecurity of employment, the benefits to women earning power are also demonstrated. However, the GREMIAL should consider lobbying for the improvement of working conditions in the export manufacturing areas, in particular the work environment. Evidence points to the need for training, child care and health facilities in the manufacturing plants, which will both improve the morale of the work force, but also increase its productivity and loyalty. Child care in particular is needed for women in view of their concern of leaving their children at their homes, which has an immediate affect on their performance.

Timing: The GREMIAL should consider a rapid appraisal of the export manufacturing industry which will assess means to improve the quality of life and job satisfaction in the factories, as well as improve worker productivity. Issues to be addressed include health and nutrition, transportation, child care, training, and savings facilities. Third Quarter, 1991.

6. In conjunction with the Rural Electrification Project (520-0353), the PEDs Project should consider the design of a export program for Guatemala City and one secondary city, either Quetzaltenango or Escuintla. This program would focus on the identification of an export product that could be produced by small cottage industries. The project would be targeted to women's group and women desirous of working in or near their homes because of child care responsibilities. The program would consist of technical assistance in identification of the product based on market analysis, technical assistance and training to the participants in setting up their operations, particularly in regards to quality controls, standards, and market information. An intermediary would be identified to work with the cottage industries, gathering the products and preparing them for export. In the design of this intervention, consideration should be given to a similar program underway in the Philippines, entitled Housewives for Export. The lessons learned from this experience, in particular potential negative issues regarding exploitation, should be assessed.

Timing: Technical assistance in Project Design should be requested. Activity should be considered for design and implementation in 1991.

7. Several individuals interviewed indicated the need for an association of women professional/business persons. Others were very much against it, given their desire not to separate business persons into categories, i.e., banking, agribusiness, women, etc. Further assessment of the real need for such an Association should be

conducted, potentially through the formation of a steering committee which would assess the merits and constraints to such a group. If the decision is made to proceed, seed money to establish and cover initial operating expenses, as well as the formation of an initial business and workplan, could be considered. Linkage with the International Federation of Professional and Business Women should be sought.

Timing: Second Half of 1991.

MICRO-BUSINESS PROMOTION

I. Project Information

- A. Project Number: 520-0377
- B. PACD:
1) original: 8/30/91
- C. Responsible Program Office(s): Office of Private Enterprise Development
- D. Funding Amount(s):
1) grant: \$2,050,000
- E. Implementation Agency(s):
1) Accion International/AITEC and two local PVOs (GENESIS and PROSEM)
2) The Foundation for the Integral Development of Socio-economic Programs (FUNDAP)
3) The Technological Foundation (FUNTEC)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: December 1989/January 1992

II. Project Purpose

The purpose of this project is to increase the incomes of the urban poor through technical assistance, training and credit to micro-entrepreneurs throughout the country, primarily in the areas of industry and services. A secondary goal is to demonstrate and encourage the private banking sector to seriously consider providing loans to graduates of this credit program.

III. Project Description

This program, initiated in 1987, was extended recently, both in time and money. ACCION/AITEC, the principal implementing agency, is charged with providing technical assistance to two indigenous PVOs: The Technological Foundation (FUNTEC) and the Foundation for the Integral Development of Socio-economic Programs (FUNDAP). These agencies, in turn, have created two executing agencies, known as GENESIS and PROSEM respectively. GENESIS operates in the capital and has branches in Mazatenango, Chiquimula, Retalhuleu, Antigua, Jutiapa, Jalapa and Escuintla. PROSEM works in Quetzaltenango and has branches in Totonicapan, San Marcos, Coatepeque, Quiche, Huehuetenango, and Solola.

The program is targeted to reach 11,000 micro-entrepreneurs over a three year period. The program provides credit to informal sector micro-entrepreneurs in amounts of \$20-2,500 at an

annual interest rate of 30%, or at a monthly rate of 2.5%. The loans are available to individuals and to solidarity groups of 4-8 people who have independent businesses. The project does not require collateral or stiff pre-requisites, relying on trust, co-signers, or, for the smaller borrowers, the collective responsibility of a solidarity group. General criteria which both groups should meet include the following:

- legal minimum age
- permanent business site
- one year in operation, at least
- willingness to receive technical training, i.e., business management
- business growth potential
- no access to formal credit system
- less than 10 salaried workers
- a low income family
- sound character references

Two types of loans are available: short-term (2 months) for working capital needs, and longer term for equipment and machinery. The majority of the loans are in the range of \$350. Training in business practices is provided to approximately 80% of the project's participants at the PVO's 15 locations. A large percentage of loans are made to solidarity groups, many of which are either comprised of or include women.

A. Project Objectives/Outputs

- Percentage increase in profits and sales of micro-enterprises reached through technical assistance, training, and credit/loans.
- Average increase in participating micro-enterprise net income.
- Generation of new employment opportunities.
- Upgrade existing employment opportunities.
- Train micro-entrepreneurs.

B. WID Activities and/or Actionable Issues

The target group of this project is one that contains a large number of women. Although no specific targets were established at the outset of the project, ACCION/AITEC has made it clear to the two participating PVO's that they should encourage women's participation, and an unofficial 50% target is being pursued. The project authorization document stated that there would be "an emphasis on providing female entrepreneurs with access to project-funded services." The project design also addresses constraints which affect many micro-entrepreneurs, i.e., access to low interest, non-collateral based credit, technical assistance and training, but which especially affect women.

C. WID Progress to Date

The project is collecting gender disaggregated information (number of loans to women) although, as discussed in the recent MUCIA report on Indicators, additional information could and should be collected, i.e., average size of loans to women, number of women employees, repayment performance, whether loan is for the first time, etc. (Falvey, 1990, pg.E5-1). It would also be interesting to assess what the impact of the women's performance as a whole has had on the implementing agency, i.e., are they more favorably disposed to assist women individuals or groups now versus before the project began. Clearly, women are very active in the program. Approximately 52% had 4 or more loans compared to 26% of the men.

One evaluation of the project (DAI, 1989) did assess the project's impact on women, and provided gender disaggregated data in detail, particularly in regard to the economic performance of the beneficiaries, by sex, before and after they received a loan. At the time of the evaluation, women were constituting 43% of all project clients, although data for July 1990 indicates that women currently are 34% of the total project population. The evaluation found that although men had benefited more than women with regard to gross sales and net profits, in the solidarity groups women-members had achieved better results than men. The evaluation recommended that an increase in group lending would cause the percentage of women borrowers to increase to half or more of all project participants by the end of year three (pg. 9). Further, "solidarity groups which are gender-specific are far more reliable (re pay back performance) than groups of mixed gender." (DAI, pg. 6).

The evaluation indicated that when provided with low interest credit (versus that available from a street money lender), a micro-entrepreneur could jump from a marginally profitable business to one that could employ more people and improve the living conditions of its owner. At the time of the evaluation (December 1989) the project had generated an estimated 3,239 new jobs. Although not disaggregated by sex, clearly a large percentage of these new jobs went to women. This finding demonstrates that this project is meeting two of USAID/Guatemala's goals, i.e., sustained economic growth and greater participation of Guatemalan's, primarily the historically disadvantaged (Indians and Women).

The evaluation also found that FUNTEC/GENESIS was able to reach a much larger percentage of women borrowers (48%) versus FUNDAP/PROSEM (20%). In an attempt to understand why such a disparity in participation was occurring between the two organizations, ACCION/AITEC commissioned a study to: 1) determine how women have been incorporated into the project; 2) assess if there are any significant differences between the organizations with regard to women's participation; and 3) recommend ways in which both organizations can increase the participation of women. The just-released study (August 1990) concluded the following:

- * There were no differences in attitude toward women borrowers in the two organizations.
- * There were differences in the portfolios of the two organizations. GENESIS had many more of its borrowers in solidarity groups and involved in commerce than PROSEM, which tended to have individual borrowers involved in production.

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- * Economic factors which had an impact included:
 - the predominance of men working in the principal towns in which both GENESIS and PROSEM worked;
 - the predominance of women micro-entrepreneurs working in sales rather than production.
- * Cultural factors included:
 - the lower levels of women involved in micro-enterprises in general, and specifically in the towns where PROSEM worked.
 - indigenous women are less likely to be involved in micro-enterprise activities than Ladino women.

The study concluded that:

- * The programs should continue to work within the existing cultural practices and economic structures;
- * there are women in the micro-enterprise sector who still need credit who are not getting it;
- * a decision should be made by the two entities whether or not to focus on increased numbers of women borrowers; and
- * efforts to increase the participation of women should not jeopardize the program's self-sufficiency.

It was recommended that to focus on women, actions could be taken both within the present methodology and with outside funding. Actions to be taken within the project included: targeting women in promotion efforts, focusing on solidarity groups, recruiting indigenous-speaking staff, and establishing contacts with development projects that focus on training women. Those actions that would require outside funding included: conducting a workshop with PROSEM and GENESIS staff to generate ideas on further incorporation of women in the project; carrying out a survey of non-participants to determine if there are fundamental differences between women participating and those that are not; and developing an assertiveness training program for potential women clients.

ACCION/AITEC is currently reviewing the report and determining what actions will be taken.

The most recent SAR reports the available gender disaggregated data. ACCION/AITEC is currently finishing its annual impact evaluation, the results of which should be reported in the next SAR.

As a final note, women are participants in the delivery of services in the project. ACCION/AITEC has a large number of women employees, both in the operation and management area. GENESIS/Empresarial has 31 loan advisors, of which seven (23%) are women. PROSEM has 15 loan advisors, four of which are women (27%).

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IV. Recommended WID Action(s) and Target Date(s)

The Mission should be congratulated on its efforts to date in regard to this project. The following recommendations are made in terms of information needed in regard to this Project and future Project design.

1. That ACCION, as a minimum should seriously consider adopting the recommendations contained in the recently-released study entitled "The Participation of Women in the Micro-Enterprise projects of GENESIS Empresarial and PROSEM. In particular, ACCION should ensure that:

- * program is being widely promoted, through both formal and non-formal communication channels;
- * focus is given to solidarity groups, in view that women predominant in this area;
- * recruitment of indigenous-language speaking staff; and
- * coordinate with existing and new training programs, targeting women participation.
- * seek funding for the implementation of a survey of non-participants to determine if there are fundamental differences between women who participate in the program and those that do not. (If funding cannot be made available through project, consideration to its inclusion in AID's LAC Research agenda should be given and, if appropriate, a formal request presented.

Timing: The report should be discussed with USAID/Guatemala and action taken promptly (September 1990).

2. As recommended in the MUCIA/WID Report titled "Improving Statistics and Indicators on Women in Guatemala (Falvey Report, page E-5) additional and critical information could be gathered which would further assess women's access to credit, and results thereof. Suggested new information include:

- * Ratio of women employed by businesses receiving loans relative to total number of employees (abstracted from loan application).
- * Ratio of number of new women employees of businesses receiving loans relative to total number of new employees in these businesses (abstracted from loan application).
- * For persons soliciting second loan, value of sales and profits as given on second loan application versus that reported on the first loan application, disaggregated by sex.

- * Ratio of average size of loan to women relative to average for all recipients.
- * Ratio of number of new women credit recipients relative to number of new recipients.
- * Default rates of borrowers, disaggregated by sex.
- * Performance of women loans officers with women clients versus that of their male counterparts. Are women loan officers able to reach more women borrowers?

If possible, the final evaluation of this project should report on these indicators.

Timing: Initiate gathering of data now. Include in SOW of end-of-project evaluation the assessment of this information and an analysis of its impact.

3. Given the recent conclusions regarding the credit performance of women, particularly in solidarity groups, efforts should be made to promote this information to the banking community. Their reaction to it, and specific suggestions regarding actions which can be taken, should be compiled, potentially through a rapid assessment or a panel/discussion program.

Timing: Develop promotion strategy and requisite information and publicity materials. Action should take place within next six months.

4. Project should be considered as pilot example of how a micro-enterprise project can work. Consideration should be given to having the project written up as a case study and incorporated within the larger research effort being undertaken by AID/Washington.

Timing: Hold discussions with LAC Bureau in AID/Washington within next two months.

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ENTREPRENEURIAL DEVELOPMENT

I. Project Information

- A. Project Number: 520-0380
- B. PACD:
1) original: 7/31/92
- C. Responsible
Program Office(s): Office of Private Enterprise Development
- D. Funding Amount(s):
1) grant: \$1,250,000
- E. Implementation Agency(s): International Executive Service Corps (IESC)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: N/A

II. Project Purpose

To increase the level of employment, income, efficiency and productivity of privately owned, small and medium sized Guatemalan enterprises. Efforts will be made to improve the firms competitive position and to encourage them to establish joint ventures with U.S. firms. The ultimate goal of the project is to promote economic growth and broader based wealth distribution by strengthening small and medium size enterprises. This project complies with USAID/Guatemala country goals.

III. Project Description

The project consists of two principal activities:

1. Technical Assistance: Provide specialized TA to 150 privately owned, productive small and medium size enterprises. Special attention will be given to rural areas, export-oriented enterprises, agribusiness and women-related opportunities.
2. Trade and Investment Services (TIS): Stimulate the demand for and the supply of venture, trade and investment services in the country. Efforts will be made to identify and promote specific Guatemalan/Friendship and Trade relationships and co-ventures. Services to be provided include information transfer between potential partners, market research and assistance in negotiating agreements.

A. Project Objectives/Outputs

1. Provision of technical assistance to 100 small firms and 50 medium firms.
2. Initiation of 16 co-ventures or cooperative business activities.
3. Generation of 4,500 new jobs, U.S.\$450,000 of new investment and over U.S.\$4,500,000 in value of new production.
4. Utilization American Business Linkage Enterprise (ABLE) research activities as required.

B. WID Activities and/or Actionable Issues

The Project Paper (pg. 9) states that assistance will be given to small and medium sized enterprises, with priority given to women owned and/or managed businesses enterprises, and attention to enterprises located in rural areas, agro-industry and non-traditional exports. The SAR and Project Paper both indicate that 30% of the technical assistance provided will be directed to women SMEs. The project's approach is to primarily work with already established organizations in the private sector. The project is charged with establishing baseline measures and maintaining an on-going client and project monitoring system, which should allow for the compilation of gender disaggregated data and the assurance that at least 30% of the assistance is provided to women.

IESC is already familiar with directing at least a portion of its services to women owned/managed enterprises. IESC's grant from the U.S. Government to its headquarter stipulates that 20% of all beneficiaries of its services should be women.

The project has identified three priority sectors for concentration: agribusiness, wood products manufacturing and tourism. Women make up a large percentage of the new laborers and managers of these enterprises. However, some consideration of the conflict between employment, particularly in the export manufacturing and agribusiness fields, and a women's child care responsibilities, should be made. A pilot effort, directed toward the establishment of an on-site child care facility in industrial, free zone estates, might be considered.

C. WID Progress to Date

This project has been operating for approximately eight months. The most recent SAR does not report gender disaggregated data. According to the Country Director for IESC, 18 of the 53 projects (34%) currently underway involve women owned or managed enterprises. He does not anticipate that they will have any problem meeting or exceeding their current target of 30%.

The project has been affected by the economic situation of the country, making it difficult for the smaller firms (where more of the women owned or managed enterprises are found) to afford the required quota contributions (quoted in US dollars) to receive assistance. This situation has been somewhat alleviated by modifying the client's contribution to a lower amount.

The performance of the firms which have received assistance, according to the Country Director, is interesting to consider when disaggregated by sex. It is the opinion of the Country Director that those firms which have benefitted the most from the IESC program, and shown the greatest promise, are those involving women. It would be interesting to document this supposition.

Women are participating in the delivery of IESC's program. The staff currently consists of 15 individuals, 11 of which are women. The two promoters of the program are both women. Women volunteers are also being used, although their percentage of participation is not known.

IV. Recommended WID Action(s) and Target Date(s)

1. The percentage of women beneficiaries is currently reported in the SARs. The data should be further disaggregated, indicating how those firms which received assistance, by gender of their manager, performed. The number of volunteers participating in the program disaggregated by gender, should be reported also.

Timing: Request immediately and report on next SARs.

2. IESC should strive to meet its target of 30% women recipients of services, if not more. If data indicates that they are not achieving this minimum, then reasons why should be assessed and, if appropriate, corrective actions taken.

Timing: Data gathered and reported should be monitored on an on-going basis.

3. To ensure that the maximum number of persons have the opportunity to participate in the program, consideration should be given to a broader publicity of the program's activities and services. In this regard, it is generally believed that women have limited access to information due to constraints on their mobility, limited education, and by not being members of associations or groups where such a service might be discussed. Therefore, greater publicity of the program should be undertaken in order to ensure women have equal opportunities to participate.

Timing: Prepare strategy and implement within three months.

4. IESC is currently designing a program for managers of production in the manufacturing industry. Consideration of reserving at least one place for a women should be considered, assuming they meet the minimal requirements.

Timing: Activity scheduled for 1991. Discuss possibility with IESC during next month.

ASINDES PVO DEVELOPMENT PROGRAM

I. Project Information

- A. Project Number: 520-0348
- B. PACD:
1) original: 6/30/88
2) amended: 6/30/90 extended to 12/31/91
- C. Responsible Program Office(s): Office of Private Enterprise Development
- D. Funding Amount(s):
1) grant: \$2,443,000
- E. Implementation Agency(s): Private Agencies Collaborating Together (PACT-ASINDES)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: January 1990/December 1991

II. Project Purpose

The purpose of this Specific Support Grant to "Private Agencies Collaborating Together" (PACT) project is to strengthen the capacity of the Asociacion de Entidades de Desarrollo y de Servicios No Gubernamentales de Guatemala (ASINDES) as a PVO umbrella organization to support PVOs (or NGOs) operating in Guatemala.

III. Project Description

The main components of the grant program are technical, training and financial assistance from PACT to ASINDES to improve its management and technical capabilities; technical assistance and training is then provided from ASINDES to its 38 member Guatemalan PVOs, assisted by PACT. Grants are provided through three national banks to the Guatemalan PVOs to carry out their specific activities. Currently, project is funding activities being carried out by 14 PVO's.

A. Project Objectives/Outputs

- Enhanced administrative capacity of ASINDES and ASINDES grantees
- Complete identification, selection, monitoring and evaluation of PVO projects
- Fund management system to channel grants to PVOs.
- Integrated technical assistance and training programs for ASINDES and PVOs operating in Guatemala

- Grants to Central American Peace Scholarship Program recipients (CAPS) and/or similar groups for community level projects.

B. WID Activities and/or Actionable Issues

Documentation available on this project does not provide any indication that gender specific targets or activities were considered in the project's original design. However, given the tendency of PVO's to work with the disadvantaged and provide services to individuals that otherwise are not able to receive them, many of PACT/ASINDES activities either directly or indirectly benefit women. Currently, PACT/ASINDES is carrying out 14 activities, including the provision of agricultural technology training to farmers, financing small-and micro-enterprises, health, agricultural financing, etc. Most, if not all of their projects, according to ASINDES technical assistance and project coordinators, are having a beneficial impact on women.

C. WID Progress to Date

Gender disaggregated data regarding beneficiaries and impacts of assistance have been requested from PACT/ASINDES and will be reported in the next SARs. ASINDES has modified their data base and has begun to compile the data. For example, the micro-enterprise program, currently being implemented by 6 of the PVO members, has benefitted a total of 98 women. Overall, the sub-projects have benefitted directly 23,736 beneficiaries and generated 2,458 jobs. It is the opinion of ASINDES that more than half of these beneficiaries are women and/or their families.

Several of the PVOs which are participating in this project are specifically targeted to women, for example, the Fundacion para el Desarrollo de la Mujer, and the Fundacion REDH Integral, which has a project for widowed rural women. In addition, women make up a large portion of the work force employed by the PVOs. Although a majority are in the support staff area, key positions in many of the entities, according to ASINDES personnel, are held by women. One opinion expressed is that women are heavily involved in development work, particularly at the grass roots level, and therefore have a significant contribution to and role in the development of their respective countries. It would be interesting to document this phenomenon.

ASINDES evaluates every project that they are involved in. They are currently in the process of designing an evaluation methodology that will assess a project's impact on women. They are planning to hold a training program for trainers of promoters and evaluators, to sensitize them to the need to incorporate women in the design of their projects, as well as how to evaluate the outcome.

IV. Recommended WID Action(s) and Target Date(s)

1. PACT/ASINDES should be congratulated on their efforts to date in being responsive to the need to address gender both in their project design and monitoring system.

Timing: Report gender disaggregated data in next SARs.

2. The funds for ASINDES pass through the Government of Guatemala, and the agreement ASINDES has for these funds is with the Government of Guatemala, not with USAID/Guatemala. Therefore, the Mission should consider stressing to the Government that in return for these funds, ASINDES and the Government should be monitoring the program's impact on, and incorporation of, women in its program, as well as compiling gender disaggregated data.

Timing: The Program Office should develop a strategy for working with the Government in regard to the integration of gender into development activities, and the need to track, monitor and evaluate actions taken in this regard.

3. A mid-term evaluation conducted in 1987/88 stressed the need for an analysis of the economic benefits and cost-benefit relationships of PACT/ASINDES services. This analysis, preferably as an end of project evaluation, would be very helpful to specify the actual benefits of this project, on both men and women. In addition, the prospects for self-sustaining operations by the beneficiaries, institutional improvements to be achieved by the implementing PVOs and the probable economic and social impacts of the activities, were also requested, which would go a long way to assessing the projects overall impact.

Timing: Include in scope of work for final evaluation.

4. USAID/Guatemala should consider supporting ASINDES efforts to design a training program to instruct trainers in the tools necessary to assess a project's impact on gender. If necessary, technical assistance could be requested from PPC/WID to assist in this effort.

Timing: December 1990

**RURAL ELECTRIFICATION III
(PRODUCTIVE USES OF ELECTRICITY COMPONENT)**

I. Project Information

- A. **Project Number:** 520-0353.20
- B. **PACD:**
1) **original:** 5/30/95
- C. **Responsible Program Office(s):** Office of Private Enterprise Development
- D. **Funding Amount(s):**
1) **grant:** \$900,000
- E. **Implementation Agency(s):**
1) ACCION International/AITEC
2) The Foundation for the Integral Development of Socio-economic Programs (FUNDAP)
- F. **Major Contractor(s):** None
- G. **Last/Next Evaluation:** None/February 1992

II. Project Purpose

This project is intended to expand electrification in rural areas of Guatemala where the introduction of electricity will complement and maximize the productive potential of existing infrastructure and resources. The project has two major components: basic electrification (covered in a separate project analysis sheet) and productive uses of electricity (covered herein). The goal of the project is to increase the productivity, incomes and employment of the rural poor in Guatemala, in keeping with USAID/Guatemala's overall development strategy.

III. Project Description

This project is a component of the Rural Electrification Project 520-0353. It promotes the pilot provision of credit, training and technical assistance for the productive uses of electricity in the Western Highlands of Guatemala. The utilization of electricity for productive uses will be promoted specifically among small and micro-enterprises in the project's target area, and will be institutionalized within the National Electrification Institute (INDE). The specific activities of this component are to provide assistance to a private voluntary organization, in this case FUNDAP, to carry out a program for the promotion of productive uses of electricity in the small rural communities.

A. Project Objectives/Outputs

1. Increase the number of rural users of electricity for productive purposes.
2. Train 1,000 employees of enterprises in the productive uses of electricity (technology transfer), specifically in machinery uses. More than 10,000 persons in beneficiary communities will be trained in productive uses of electrical services.
3. Provide 2,500 fixed asset loans and 500 working capital loans to approximately 2000 borrowers (small users) to encourage their productive use of electricity. Approximately 800 small enterprises in 90 communities will receive credit for electrical machinery.
4. Institutionalize this activity within INDE.

B. WID Activities and/or Actionable Issues

As stated in the Project Paper (pg. 3-4), the lack of electricity has critically inhibited the development of agro-industries, upgrading of small businesses, and other rural enterprises including micro- and cottage level industry. Women are currently and increasingly becoming involved in these areas, both as employees and managers. The lack of electrification and means of productively using it has therefore had an impact on both women and men's search for income generating opportunities.

The Social Soundness Analysis (page 14, Annex M) recommends that 40% of credit disbursements, both to individuals and groups, be allocated to women. This translates into 504 individual women and 38 women groups beneficiaries. The Project Paper (page 69) stipulates that gender data is to be collected in regard to selection of credit recipients. If the data gathered indicates a lack of women participation in the credit and training programs, specific actions will be taken to increase women's participation. Unfortunately, these targets and related monitoring activities were not incorporated into the project implementation agreement.

The importance of women in supplementing rural domestic household income is recognized in the Project Paper, particularly in regard to their contribution in the craft production and textile industries. The Project Paper states that there is flexibility in the project to direct resources to rural women to enhance their productive and economic benefits. One issue which has not been considered is the role of and participation of women in the community selection process for electrification. In particular, the incorporation of women in the interview population and as members of the Community Electrification Committees should be pursued. Clearly, women's opinions and needs should be considered, and given sufficient weight in the overall selection decision.

This project can provide a critical opening for women to become more involved in income earning opportunities, outside of the normal household activities. Therefore, its impact on women needs to be constantly monitored, and the project implementation work plan specifically designed to ensure that they are participating in the project.

C. WID Progress to Date

This is a new project and as such, most of the attention of the project has been to comply with pre-implementation activities. Gender disaggregated data is not currently being reported in the SARs nor in the project quarterly reports, although no difficulty is contemplated in complying with this request. However, according to the project manager, 4 of the 23 credits approved to date have been for women.

In addition, the persons currently working with the communities in promoting the project, known as "promotores," are all women. These social workers have demonstrated a sensitivity to women's participation vis-a-vis encouraging both sexes to seek productive use opportunities.

No information regarding the pre-credit training, including the business management training to borrowers, and training in the use, maintenance and safety of electrical equipment, is available. Clearly women should be a proportion of the training population.

IV. Recommended WID Action(s) and Target Date(s)

1. The project has established a target for 40% participation by women in the credit program. To the extent possible, this target should be sought, and the implementation agency informed accordingly. Gender disaggregation of data should be instituted immediately as part of the project monitoring system. If results indicate that women are not participating actively in the program, then efforts to determine why and accompanying modifications should be made.

Timing: September 1990

2. Clearly, one would expect that this project will have a beneficial impact on women, both in access to training and credit resources for new income earning opportunities, as well as in time savings in traditional activities. This expectation should be analyzed. It is recommended that during the mid-term and final evaluation, the scope of work incorporate such an assessment. Further, that the evaluation should assess the projects performance, in view of number of credits provided, usage, impact thereof on the person requesting the loan, and his or her family.

Timing: Include these analyses in the scope of work of the project's mid-term and final evaluation.

3. A pilot project, specifically targeting a women-oriented productive activity, should be considered. Specifically, an export product could be identified, and the PED Project requested to provide assistance in product design, quality control, marketing factors, distribution considerations, even locating potential buyers and/or joint venture partners. This intervention, open to women only, should be carefully monitored, not only to assess performance but also socio-economic factors. The Rural Electrification Project would provide credit toward the purchase of the necessary machinery and training in its use and maintenance.

Timing:

Coordination of this activity should be sought with the PED Project. It is suggested that a scope of work for the contraction of an export/market development consultant team be prepared during the next 2 months. The contractor would be responsible for designing the project, identifying the product, providing market information, technical assistance and credit requests, overseeing its implementation and reporting on its result. Activity should commence in January 1992.

LOW-COST HOUSING PROGRAM

I. Project Information

- A. Project Number: 520-0261
- B. PACD:
1) original: 3/31/91
- C. Responsible Program Office(s): Office of Private Enterprise Development
- D. Funding Amount(s):
1) grant: \$600,000
- E. Implementation Agency(s):
1) Bank of Guatemala
2) Mortgage Insurance Institute
- F. Major Contractor(s): Rafael Stevenson, Long Term T.A.
- G. Last/Next Evaluation: None/1991

II. Project Purpose

The goal of this project is to improve the living conditions of the urban poor in Guatemala. The purpose of the project is to test, in conjunction with the ability of the Government of Guatemala (GOG), the ability of the private sector's existing mechanisms to provide for the financing and construction of basic shelters to reach families below the median income.

III. Project Description

The project has two main components:

1. Grant Agreement: To fund the provision of technical assistance and training required to support the implementation of the low cost housing program.
2. Housing Guaranty: Testing the adaptation of an already existing mechanism which facilitates and encourages the participation of all existing private and public banking institutions in financing basic shelter on a national scale. The BOG will utilize the vehicle of a trust fund, and provide standards and procedures adapted to serve low income families.

A. Project Objectives/Outputs

Under the Grant Agreement, the major activities are:

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- Long-term resident advisor
- Short-term technical assistance in:
 - * construction and environmental standards
 - * credit analysis procedures and criteria (training seminars)
 - * mobilization of resources/housing finance systems and policies

Under the Housing Guaranty Program:

- Production of low cost shelter solutions; approximately 1500 families are projected as beneficiaries.
- Providing a mechanism which will encourage existing private and public banking institutions to participate in the financing of basic shelter on a national scale.

B. WID Activities and/or Actionable Issues

The project appears to have taken into consideration women's constraints to participation in its design. The Project Paper (pg. 30) indicated that there were no specific legal issues in Guatemala which would have inhibited women's participation in the housing project in proportion to their numbers in the population. At the time of the project's initiation, it was estimated that between 18%-20% of all low income households in Guatemala City were headed by women; the incidence was believed to be less in other urban areas. Further, it was suggested that women were not over-represented in the lowest income groups in proportion to their numbers in the work force. One disadvantage anticipated for female-headed households, however, was given their tendency to have fewer working members per household, and therefore a lower total household income, they would have greater difficulty in meeting the minimal income requirements for eligibility in the program. (Various sources had estimated that low income households had between 2-3 workers, while female headed households often had only one laborer.) A further issue meriting consideration is that some families with male heads of household may only qualify for a mortgage because the wife was working.

Other constraints to women participation included their source of income. While men represented 70% of all salaried household means, most female heads received income from less steady sources. In addition, women headed households (64%) tended to rely more on transfer payments as their primary income source. Therefore, women would have greater difficulty than men in the approval process, since extra steps would have to be taken to analyze and verify non-salaried income. However, the FHA took the necessary actions to facilitate these steps, which was especially beneficial to women.

C. WID Progress to Date

No specific measurement of this project's impact on either women or men is evident in the documentation made available. For that matter, no evaluations have been conducted. Gender disaggregated data regarding number of mortgages provided, beneficiaries of housing, etc. has not been compiled nor reported in the SARs.

In view of the high inflationary process in Guatemala, the construction costs of the original houses have increased substantially. A new mechanism is currently being considered to reactivate several projects that have been stopped. This includes the possibility of lowering the construction standard in order to make the house more affordable for the target population. Various standards of buildings are being proposed, thereby offering a greater variety of models to choose from. This potentially opens the door for more single-headed households, predominantly women, to benefit from the project.

Another issue meriting consideration is whether houses would be more affordable if the mortgage was for a longer term. The common practice in Latin America is for ten year mortgages versus thirty years in the U.S. A longer term mortgage reduces the monthly payment amount.

Clearly, women and men, as well as families, benefit from having access to affordable housing. Several questions arise which merit consideration in regard to the project's impact on the household, and specifically on women. Is there a program to protect the homeowner and his or her family in case the family temporary or permanently loses their source of income, through the death or loss of job of one of the spouses, abandonment, divorce, etc? Do women reside with their parents for cultural reasons or because of the lack of low-income housing and/or lack of access to credit for housing? Do women have greater difficulty in securing a mortgage? Would it be easier if more mortgage officers were women? What is the gender of the promoter? Does this have an impact? What is the impact on the household in general of a low-cost housing program?

USAID/Guatemala should include these questions within the scope of work for the studies it is preparing to carry out as indicated in the SAR: an analysis of housing conditions for the informal sector, and the Government's intention to prepare a housing policy study. In addition, the project manager indicated the need to carry out a study of the housing sector in general, looking specifically at the impacts on households.

IV. Recommended WID Action(s) and Target Date(s)

1. The most recent SAR indicates that one of the proposed technical assistance activities is an analysis of housing conditions for the informal sector, as well as support to the Government of Guatemala's efforts to prepare a housing policy study. Both of these activities should include, as a minimum, an assessment of the project on the household and, if possible, further examination of the socio-cultural and economic impact of the project, answering the questions raised above. In conducting the survey, researchers should talk to both men and women in the household.

Timing: Scope of work for the studies are scheduled to be developed during the next trimester, 1990. If studies are not carried out, these analyses should be included in the scope of work for the end-of-project evaluation.

2. Implementing agencies should be instructed to compile gender disaggregated data, particularly in regard to gender of mortgage recipient, and beneficiary. This

information should be reported on the SARs. Further, the agencies should be encouraged to establish appropriate systems for monitoring gender differentiated project outputs and impacts.

Timing: Immediately

3. Additional factors which should be considered include whether the gender of the loan officer affects a woman's decision to pursue a mortgage. Also, whether the location of new low-cost housing projects is a factor discouraging women from wanting to buy. Other factors meriting consideration include term of mortgage, cultural patterns, etc. These factors should be incorporated in the end of project evaluation.

Timing: Include this analysis in the scope of work for the end of project evaluation.

PRIVATE SECTOR DEVELOPMENT COORDINATION

I. Project Information

- A. Project Number: 520-0337
- B. PACD:
1) original: 3/27/88
2) amended: 3/27/90
- C. Responsible Program Office(s): Office of Private Enterprise Development
- D. Funding Amount(s):
1) grant: \$1,700,000
- E. Implementation Agency(s):
1) The Chamber of Entrepreneurs (CAEM)
2) The Foundation for the Integral Development of Socio-economic Programs (FUNDAP)
3) The Technological Foundation (FUNTEC)
4) The International Executive Service Corps (IESC)
- F. Major Contractor(s): None
- G. Last/Next Evaluation: August/September 1988

II. Project Purpose

The purpose of the project is to increase the private sector participation in non-traditional development activities and to promote Caribbean Basin Initiative (CBI) activities. Through the project, the knowledge and experience of the private entrepreneurial sector will be used to benefit the small and medium sized enterprise sector, improving production, developing new products, enhancing marketing systems, and providing related services.

III. Project Description

This project supported activities under the auspices of CAEM, IESC, FUNDAP and FUNTEC. Activities included: industrial sewing machine training in Guatemala City; technical assistance and training to strengthen all production and marketing stages of wool and wood products in the Western Guatemalan Highlands; and technical assistance to small and medium sized firms in such fields as product design, industrial engineering, accounting, and marketing. The emphasis of the assistance was directed towards the creation and improvement of enterprises dedicated to non-traditional, labor intensive exports. Guatemala's traditional agricultural products (coffee, cotton, bananas, beets and sugar cane) were excluded.

A. Project Objectives/Outputs

1. Establishment of an export oriented enterprise. A wool producing, weaving, dying, training and marketing enterprise was established in Momostenango.
2. Provide technical assistance and training support to 64 small and medium sized Guatemalan businesses.
3. Train people in non-traditional export techniques, i.e., export and management, strategic planning, specialized technical assistance in artisan production and marketing.
4. Conduct studies on issues of concern to SME businesses, in particular promotion, co-venture development, the identification of export opportunities, etc.
5. Provide technical support to sheep culture centers.

B. WID Activities and/or Actionable Issues

No specific WID activities were included in the project design and implementation. However, in view of the activities carried out and sectors targeted, women were very much involved both as participants and beneficiaries (artesanía production, sewing, etc.) Gender disaggregated data was not reported in the SARs, although it is available from the participating agencies, and was reported to some extent in the final evaluation of the project.

C. WID Progress to Date

The project is in the process of phasing out, with a few administrative matters still pending. IESC reported that 16 of 70 projects implemented, or 23%, were with a women client. Further, in six cases male IESC volunteers were assisted in project implementation by their wives, working as a team. FUNDAP reported that women played an indirect role in the sheep-raising project, although they had a more active participation in the artesanía activity, especially in marketing. FUNDAP did not disaggregate by gender project participants or beneficiaries.

In summary, it is obvious that women were participants and beneficiaries of this project, but not to what extent. The weaving enterprise in Momostenango has achieved self-sustainability and is continuing operation. It would appear that FUNDAP also will continue to support the reforestation and artesanía project in Nahuala. IESC will continue to provide its services to small and medium-sized enterprises through the Entrepreneurial Development Project (No. 520-0380). They have established a target of 30% for the delivery of services to women owned/managed firms.

IV. Recommended WID Action(s) and Target Date(s)

None. (Project has been completed.)

**SPECIAL PROJECTS ASSISTANCE FUND
(PEACE CORPS)**

I. Project Information

- A. **Project Number:** 520-0383
- B. **PACD:**
1) original: 04/30/91
- C. **Responsible Program Office(s):** Office of Private Enterprise Development
- D. **Funding Amount(s):**
1) grant: US\$180,000
- E. **Implementation Agency(s):** Peace Corps
- F. **Major Contractor(s):** None
- G. **Last/Next Evaluation:** N.A.

I. Project Purpose

To finance small village level activities identified by Peace Corps (P.C.) volunteers and selected by the P.C. Country Representatives in Guatemala. Most of the project activities financed under this program are small income generating, training, and/or infrastructure projects.

III. Project Description

This project, which commenced in 1988, has financed 78 projects, totalling \$62,500. Peace Corp's activities are focussed in four sectors: Agriculture, Conservation and Natural Resource Management, Health and Nutrition, and Small Enterprise Development. The Program focuses on the rural poor principally by assisting them to 1) increase food production of home consumption and sale; 2) better manage and conserve natural resources, 3) increase off-farm income, and 4) improve the health and nutritional status of women and children. The Peace Corp is also the implementing agency of a similar activity being carried out with CARE/Guatemala using ESF funds. It is anticipated that future administration and fiscal management of this activity will be implemented via an AID/Washington PASA agreement with Peace Corps/Washington.

A. Project Objectives/Outputs

1. Agriculture: provide assistance in crop diversification, cultivation of fruits and vegetables to supplement traditional crops, soil conservation, grain seed improvement

and storage, fish farming development, small livestock production, beekeeping, and development of a national 4-H club program.

2. Conservation and Natural Resources Management: provide assistance in the development of agro-forestry systems, erosion control, community nursery development, community organization, forestry extension, development of national parks, wildlife management, environmental education, and the promotion of fuel efficient energy systems.
3. Health and Nutrition: provide assistance in nutrition, hygiene and consumption of non-traditional food crops, health and physical education and the prevention and treatment of diarrheal diseases.
4. Small Enterprise Development: provide assistance to cooperatives and individual entrepreneurs in identifying business opportunities and training producers and host agency counterparts in all activities related to business development, including financial analysis, credit, management and marketing.

B. WID Activities and/or Actionable Issues

No specific WID activities are currently incorporated in this project. However, the Peace Corp does have a WID coordinator and volunteers are encouraged to ensure women participate, to the greatest extent possible, in their programs. This is a philosophy within the Peace Corps, and overseen both by the local WID Coordinator and the main office in Washington, D.C.

Furthermore, the projects that are being carried out, i.e., increased food production for home consumption and sale, micro-enterprise development, and others, involve a larger percentage of women than men. Improving the health and nutritional status of women and children clearly has an impact on women.

Gender disaggregated data regarding beneficiaries of the Peace Corp activities funded by this project is not currently gathered nor reported. The information is not currently being compiled by the Peace Corps, although they do not feel it would be a major inconvenience to provide it.

C. WID Progress to Date

Volunteers, of which approximately 50% are currently women, are provided training in how to better integrate women into their specific projects. In the micro-enterprise area, technical training is being given to the volunteers so that they can then transfer it to the villages and groups they are working with. Instruction in how to manage your business, who to access and receive credit, etc., are examples of the programs to date. Currently, 9 of the 15 volunteers working with the Micro-enterprise project are women.

A WID Committee, consisting of between 5 to 10 volunteers, has been formed and meets every month to discuss overall programs, specific WID activities, as well as guidelines to further facilitate the integration of women into the projects. The current committee consists of 4 female and 2 male volunteers. A WID Video is currently being developed. A stand demonstrating

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women's participation in Peace Corp projects was prepared, as well as a collection of photos and slides. A series of get-togethers have been organized where key Guatemalan Women have come to talk to the Volunteers on specific issues regarding women in Guatemala. One volunteer was financed to attend a regional meeting on women and micro-enterprises, held in Honduras last year. The volunteer has since developed a manual on the integration of women in micro-enterprises, which is currently being published.

The Peace Corp also carries out an external evaluation of its projects each year where, among other things, the projects overall impact and achievements are assessed. During this evaluation process, disaggregation of data regarding beneficiaries and outcomes could be gathered.

IV. Recommended WID Action(s) and Target Date(s)

1. Gender disaggregated data on participants and beneficiaries of the project activities should be requested from the appropriate Peace Corp volunteer during and after the execution of their specific sub-projects. If possible, an assessment of the project's impact, constraints and opportunities should also be requested.

Timing: Immediately

SPECIAL DEVELOPMENT FUND

I. Project Information

- A. Project Number: 520-0145
- B. PACD:
1) original: Annual Renewal
- C. Responsible
Program Office(s): Office of Private Enterprise Development
- D. Funding Amount(s):
1) grant: US\$1,867,000
- E. Implementation Agency(s):
1) Office of Private Enterprise Development in cooperation with
Community Organizations
2) Consejo Nacional de Planificacion Economica del GOG
- F. Major Contractor(s): None
- G. Last/Next Evaluation: N/A

II. Project Purpose

To stimulate social and economic development in small rural villages, by providing financial assistance to community groups to carry out small self-help community development programs throughout the country.

III. Project Description

This program finances approximately 25-35 small community improvement projects (bridges, roads, school buildings, community centers, market places, laundry facilities, etc.) per year, benefitting between 30-40 thousand rural poor people. As much as 60-70% of the project cost is contributed by the communities and other donors, including municipal governments, PVO's, etc. The program began in 1963.

A. Project Objectives/Outputs

1. 25-35 self-help community improvement projects annually, averaging about US\$3,000 per project.

B. WID Activities and/or Actionable Issues

No specific WID activities are currently incorporated in the project guidelines, nor is gender disaggregated data regarding participants and beneficiaries gathered. However, the types of activities that are being funded, i.e., building of schools, potable water systems, community wash areas, etc., are ones that lend themselves to including women both as participants and beneficiaries. It is estimated that almost 50% of the activities funded to date have had a direct impact on women.

C. WID Progress to Date

No specific information regarding the project's impact, whether on men or women, have been compiled. It would be interesting at some point during the project's implementation to have such an assessment carried out. As a minimum, a systematized monitoring system should be put in place to reveal the extent to which women versus men are participating in this program, not only as beneficiaries and participants, but also as decision makers and/or promoters in requesting assistance at the beginning.

IV. Recommended WID Action(s) and Target Date(s)

1. Add to community application form for grant request questions which would indicate who the beneficiaries are, disaggregated by sex. (Beneficiaries are defined as individuals to be trained, employed or receiving income, or those receiving services from the project). If request is presented by a committee, then the number of members, disaggregated by gender, should be requested. This will allow the project manager to monitor whether women as well as men have access to the project. Solicitants for services should be informed that USAID places a high priority on women's participation.

Timing: Add question to form. Report results in next SAR.

2. In the promotion of the project, efforts should be made to ensure that project-funded opportunities are disseminated through information channels that reach women as well as men.

Timing: Design promotion strategy and implement immediately.

3. If an evaluation or impact assessment is to be conducted on the project, then it should be gender sensitive, disaggregating direct and indirect participants and beneficiaries by sex. An assessment of how the project has improved the well-being of the community as a whole, and families particularly, also gender disaggregated, should be considered.

Timing: Include in scope of work of evaluation if one is to be carried out.

7. FOOD FOR PEACE

- 7.1. PL-480 - Title I
- 7.2. PL-480 - Title II

PL-480 TITLE I

I. Project Information

- A. Project Number: N.A.
- B. PACD:
1) original: Annual Negotiation
- C. Responsible Program Office(s): Program Office
- D. Funding Amount(s):
1) grant: Approximately US\$18 million credit toward purchase of U.S. Agricultural Commodity
- E. Implementation Agency(s): Government of Guatemala
- F. Major Contractor(s): None
- G. Last/Next Evaluation: N.A.

II. Project Purpose

Provide Government of Guatemala with local currencies to finance development activities and counterpart contributions for USAID financed projects to improve the well-being of the poor.

III. Project Description

Title I of PL-480 authorizes the President of the U.S. to negotiate and carry out agreements with friendly nations to provide for the financing of the sale of U.S. agricultural commodities declared as available for dispersion under PL-480 by the Secretary of Agriculture. In 1990, the commodity sold was wheat.

The financing is on a concession basis -- on dollar credit terms or convertible local currency terms -- as favorable to the U.S. as the economy of a participating country will permit. Actual purchases are through private U.S trade channels.

A. Project Objectives/Outputs

Each year the Title I obligations are negotiated with the Government of Guatemala and a memorandum of understanding signed. The present program includes the following line items;

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- * Support for Animal and Plant Health Activities (African Bee Control, Screwworm and Med-Fly Eradication)
- * Construction of Irrigation Systems
- * Small Size Irrigation Support
- * Multiple Use Water Catchment
- * Credit for the Division of Water Catchments
- * Conservation and Protection of Water Sources
- * Counterpart for Projects with External Financing
- * Title II Counterpart Contributions
- * AID Project Counterpart Support
- * Local Payment Currency (5-10%)

Agriculture/rural development and health (nutrition) have first claim on the resources, family planning and educational activities have second priority, while democratic initiatives and other activities are considered on a case-by-case basis.

B. WID Activities and/or Actionable Issues

No specific WID activities are currently incorporated in this project. However, to the extent that women benefit from, participate in, or use resources provided from the project, the project does have an impact on women.

Gender disaggregated data regarding beneficiaries of the program are not gathered nor would it be feasible to consider gathering them. Title I funds are used together with Economic Support Funds (ESF) and Government of Guatemala contributions, to carry out the activities. USAID/Guatemala has little control over the funds once the memorandum of understanding has been signed.

On the other hand, activities which directly could have an impact on women and, although not WID Projects, clearly benefit a majority of women, could be included in the negotiation for financing. As a minimum, USAID should inform the Government of Guatemala that AID is very interested in promoting the key role of women in achieving the development goals of a country, and integrating women for sustainable economic and social progress.

C. WID Progress to Date

Not Known.

IV. Recommended WID Action(s) and Target Date(s)

1. USAID should inform the Government of Guatemala that it places high importance on the integration of women into the national economies of developing countries, both to improve women's status and to assist the total development effort. Further, that gender roles constitute a key variable in the socio-economic condition of any

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country -- one that can be decisive in the success or failure of development activities.

Timing: Immediately

2. USAID should consider negotiating with the Government an understanding that, given the importance of women's often neglected contribution to economic development, a proportion of the funds should be earmarked to projects which enhance women's economic performance in the society, yet falling within the priority sectors of the PL-480 guidelines.

Timing: During period of negotiations for 1991 PL-480 Priority Projects.

PL-480 TITLE II PROGRAMS

I. Project Information

- A. Project Number: N/A
- B. PACD:
1) original: Annual
- C. Responsible Program Office(s): Food Program Office, Program Development and Support Office
- D. Total Funding Amount(s):
1) Commodities: \$10,841,445
2) USG Paid Transport: \$ 3,497,952
3) TOTAL: \$14,339,397
- E. Implementation Agency(s):
1) CARE-Guatemala, together with Ministry of Health, DIGEBOS, MINIFIN and the Municipalities of Salama, Escuintla, Coban and Mixco.
2) World Share, together with Share de Guatemala, Municipality of Guatemala, EMPAGUA, and Family of the Americas Foundation (FAF)
3) Catholic Relief Services, together with CARITAS and Dioceses and the Guatemalan Bishops Conference
- F. Major Contractor(s): None
- G. Last/Next Evaluation: March 1988/N.A.

II. Program Purpose

PL-480 Title II projects attempt to address the conditions of poverty that dramatically affect Guatemala. Most PL-480 Title II programs involve the distribution of U.S. surplus food commodities and related services, through Private Volunteer Organizations (PVOs). Their goal is to improve the health and nutrition status of mothers and pre-school children, and to preserve economic momentum and protection of high-risk groups caused by economic structural adjustment programs.

III. Project Description

The PL-480 Title II Programs currently in effect in Guatemala are managed and implemented by CARE, Inc., Catholic Relief Services, Inc. (CRS), and World SHARE, Inc. (SHARE).

The CARE program has three main activities: a country-wide Maternal Child Health (MCH) Project, an Urban Food for Work (UFW) Project targeted to Guatemala City and now being expanded to rural cities, and a CARE-INAFOR-Peace Corp Agro-forestry Project. CRS's program includes a MCH project in 11 of Guatemala's 13 dioceses, and a UFW project in the departments of San Marcos and Chiquimula. Both entities have an "Other Child Feeding" Component, which provides food to orphanages and dioceses. SHARE operates several Family Health, MCH and UFW programs.

The CARE Program is currently the largest in operation in Guatemala. For this reason, it will be used as the basis for assessing the impact on women of USAID/Guatemala's PL-480 Programs.

A. Project Objectives/Outputs

The objectives and outputs of CARE's programs are divided among its three main programs, as described below:

1. Maternal Child Health: Working through the Ministry of Health, Health Centers and Health Posts in 650 communities, provides a planned monthly ration of 9.06 KGs of Soy Fortified Bulgur, Corn Soy Blend, Milled Rice and Vegetable Oil to 280,000 recipients to increase caloric and nutritional intake. Supplemental basic health and child care education and child growth and health monitoring are provided along with the rations. Project seeks to increase number of mothers practicing improved feeding practices of children under age of five, and to increase the number of pregnant and lactating women practicing appropriate nutritional behavior. Project is also providing working capital and technical assistance for family projects, through Village Banks, as a means to graduate women from the MCH program.
2. Agro-forestry Project: Supports forestry and conservation projects among 14,500 households in 370 communities located in 13 departments of Guatemala's highland, central and Eastern regions. Community forestry groups are trained to create self-sustaining conservation practices with the support of extension teams consisting of 75 promoters, 12 DIGEBOS technicians, and 36 Peace Corp Volunteers. Material and logistical support assists the groups to plant an annual average of 3.5 million seedlings, build bench terraces, dig infiltration ditches, construct contour barriers, make compost, plant fruit trees, use nitrogen fixing species, and undertake seedlings production.
3. Urban Food for Work: Supports community development projects, such as drainage systems, potable water, trash collection, walkways and retaining walls, in low income neighborhoods, providing employment to approximately 6,500 laborers and supplemental income in the form of food to approximately 25,000 of their dependents. It demonstrates the feasibility of absorbing thousands of unskilled workers for short-term community development projects. It combines food aid, technical skills training and community organization.

B. WID Activities and/or Actionable Issues

CARE has two WID-specific activities. The first is a Pilot WID Initiative, incorporated within CARE's Agro-forestry and Integrated Aquaculture Projects. This Initiative was started in October 1988 with the support of an US\$60,000 AID grant. It was recently concluded in June 1990 and a final evaluation is pending. The Initiative's objectives were to increase women's participation in the two programs and to assemble an information base that would provide lessons for future project design and implementation. Specifically, the initiative worked with rural women's groups, providing assistance in group organization, project selection, training, gardening, small livestock raising and credit. The project also compiled gender disaggregated baseline data, including demographic, social and economic information, and trained the predominantly male field staff in the skills and attitudes necessary to work with women's groups. The Initiative did encounter a number of constraints, yet in spite of the diversity of ethnic, ecological and geographic conditions, women did positively respond to the opportunities afforded by the project.

The second WID activity is the Pilot Village Banks Activity, incorporated within the MCH project as a micro-enterprise credit and training component. Initiated in February 1988, the project's design is based on the experiences of the Grameen bank in Bangladesh and ACCION/AITEC's experience in Latin America. The basic premise of the Village Banks Project is that reliance on food aid can be lessened by providing short-term credit and appropriate technical assistance to women, through the promotion of micro-enterprises. This assistance will not only create jobs and promote locally run savings and loan cooperatives, it will also tend to raise the family's income and standard of living by opening up productive opportunities that can often be done near the home. It will also provide women with organizational skills and experience. The principal objective of the project was to initially establish fifteen village banks controlled by women in rural communities where CARE already had a presence. CARE is currently requesting financial support from PPC/WID for its expansion into three geographic zones, targeted to reach 1600 women in 40 rural communities over a period of three years.

The current SAR does not report gender disaggregated data regarding PL-480 Title II Program beneficiaries or participants. In general, women are critical to the success of all three programs, in differing degrees. The target beneficiary population for CARE's MCH program are women and their children. While supporting the traditional maternal roles of women, the project also contributes to women's independence by providing them control over resources. Women are participants in and beneficiaries of the UFW and Agro-forestry projects, which provides them with both a source of employment as well as freeing them from other responsibilities, thereby allowing them to pursue income-earning activities. Clearly, access to food provides critical nutritional and caloric benefits to the family as a whole, impacting on the families health, ability to work, and longevity.

C. WID Progress to Date

The March 1988 evaluation of Guatemala's PL-480 Programs (Pines, King and Lowenthal) did assess the program's impact on and role of women. They found that the CARE Urban UFW Program did improve the status of women. Close to 80% of the urban workers were women, and women were serving on many community committees, although men still played a dominant role in the latter. In addition, the special problems of female employment were addressed by the

project. CARE and the Municipality of Guatemala were obligated to compromise on the amount of food allocated for completion of construction tasks when it became clear the productivity of men and women differed significantly in performing manual labors. Tasks carried out by women were often more productive than men, such as laying bricks. A practical, equitable and non-discriminatory arrangement had evolved during the project's implementation, which honored the "equal pay for equal work" principle. This opened up many new skill development and job opportunities for women, and reinforced the role of women in the community committees. The development of women leaders was also seen as an outcome of the project.

Although PVO's were forced to work within the traditional patterns of male domination, the evaluation did find that the conduct of the projects had begun to erode masculine prerogatives. It was recommended that this could be further accelerated if implementing agencies could find ways to build on the monthly gathering of women to receive food. Modest income generation activities, skill training and more explicit development of women's capacity to manage food distribution, for example, were strongly recommended for consideration. Partially as a result of this recommendation, CARE proceeded to implement its two WID Initiatives.

A mid-term evaluation of the WID Initiative in the Agro-forestry and Aquaculture Projects reported the following:

1. Women's participation increased from 11% to 17.4% of total participation, from 1647 to 2318. This indicates that addressing specific WID initiatives can increase a project's participant population.
2. Women are now included in project meetings, and their participation in project groups increased from 25% to 33.6%.
3. Women participated in 24 out of 26 aquaculture training programs, accounting for 28% of participants.
4. The following constraints to women's participation were found. Although specific to this project, they shed some light for future project design considerations.
 - * Inadequate extensionist support--98% of the extensionist were male and, although they had received some gender-sensitive training, it was hard to change their attitudes and make them feel comfortable in encouraging women's participation. Further, there were mixed results in terms of preference for women vs. men extensionists. Some women actually preferred men because they found them to be well prepared technicians. Others stated that confidence evolved more rapidly with women extensionists. However, the integrity and his/her technical knowledge and skills were more important factors in the acceptance of the extensionist, irrespective of gender.
 - * Groups which had been working together longer tended to perform better. Otherwise, instruction in group dynamics and relations is needed during project start-up phase.

- * Illiteracy and Monolingualism were hurdles to overcome, supporting the need to provide non-spanish language technical assistance when appropriate.
 - * Timing: events scheduled during morning hours had less women participants due to their heavy household tasks; events scheduled during afternoon hours achieved greater numbers of women participants.
5. Technical assistance alone was not sufficient to ensure project success. Credit and marketing programs were critical components.
 6. Women, in general, were more interested in short-term activities generating either income or food for household consumption.
 7. In gender-mixed groups, men tended to dominate. When husbands and fathers were not group participants, they were less likely to oppose the women's activities. However, they actively supported the group only in cases where they could see a clear benefit to themselves. Most likely, the same could be said of women's support of projects which do not directly involve them.

A discussion with the Program Manager regarding the final outcome of the project provided the following information:

1. The project did meet with its stated goals and objectives, and benefits were accrued to the participants. They were less successful in integrating the intervention into the larger project, however, since it had been set up as a parallel activity. Tensions were created since women groups were able to acquire assistance and services more readily than their male counterparts.
2. Components of the WID Initiative are being incorporated into the larger project, and will be spearheaded by CARE's WID coordinator. She will have to work within existing resources and services, while at the same time identifying and developing projects encouraging women's participation which will be implemented within the current program. She is charged with making this activity sustainable.
3. Gender sensitive training will play an even greater role in CARE's current project, and will be targeted first to supervisors before working with the extensionist and promoters. One of the outcomes of the Initiative was that although the extensionist and promoters were supportive of integrative women's projects, they did not receive the support of the supervisors.
4. The Government of Guatemala must decide if it is going to promote women's participation in rural productive activities, and act accordingly. Only then will women's productive capacity be truly integrated in development activities.
5. There is a need to build in some kind of monitoring and evaluation capability within the program that would look at such factors as the power/decision-making

relationship in the household, division of labor and benefits stream, and related issues.

A review and internal evaluation of the Village Bank Project found similarly pertinent results. They are provided in view of their larger applicability to program design.

1. Credit, together with appropriately structured technical assistance and savings, were three important components of the program.
2. 809 loans, totaling \$72,909 were delivered, with an 100% loan recovery rate. \$17,498 worth of interest and \$18,383 worth of savings were generated, providing a savings/loan ratio of 25%.
3. Measures of profitability were more difficult to ascertain, given record keeping limitations and reticence to reveal family financial information. As much as possible, sharing of economic information should be included in the negotiations during program start-up.
4. The activity developed additional skills and confidence, leading to a series of new group projects, such as community stores, relationship with private sector banks, etc.
5. Women participating in the Village Bank indicated they had achieved a new level of respect from the men of the community. Further, they had gained self-confidence in themselves, and were able to overcome their fears and insecurities of traveling to other communities in order to promote the program.
6. The Village Banks were developed in conjunction with CARE's other projects, providing cross-sectoral benefits.
7. Loans were limited to a four month period in order to prevent the participating woman from becoming a credit conduit for her husband.
8. Long project start-up phase was needed in order to permit women time to understand the purpose of the program, individual and group responsibility, and role of CARE staff.
9. Usually within two years, a participant can graduate to self-financed projects. In addition, cumulated savings can then be used to leverage larger loans from private banks. Once the village banks become legal entities, one of the national banks, the Banco del Agro, has agreed to lend directly to them, representing a major breakthrough, given the conservative nature of Guatemalan bankers.
10. Men generally regarded wives participation as positive endeavors enhancing family income. The evaluation found that men had a greater role in decision-making behind the scenes than originally expected. More importantly, men form the security net that women needed to take the risk of obtaining credit. Women did decide how

to invest their loans, and controlled the funds to a greater degree than originally believed.

IV. Recommended WID Action(s) and Target Date(s)

CARE should be congratulated on its efforts to date to promote women's participation in their on-going projects. The following recommendations are made to enhance this effort, in view of the many lessons which can be learned from the experience to date.

1. Gender disaggregated data regarding participants, beneficiaries and staff in CARE's projects under the PL-480 Title II Program should be requested and reported in the SARs.

Timing: Immediately

2. CARE is requesting funding for an extension of the Village Bank Project, in order to expand it to other geographic areas of the country. The HADs Project is also interested in including Village Banks within its program, and this should be explored. CARE and USAID/Guatemala, together with the HADs project management and PPC/WID, should consider ways to finance this activity. The project design and methodology is already in place; one missing component is the project monitoring and reporting system, which could require technical assistance in its establishment.

Timing: Interested parties should get together to clarify objectives and needs, and present funding request to Program Office for onward transmission to PPC/WID. October/November, 1990.

3. Extensionist agents should be trained to be sensitive to gender considerations and to identify specific and different needs of both men and women. CARE is interested in conducting this training but would require some financial and technical assistance in order to carry it out. CARE is also organizing for AID/Washington a regional training workshop on agro-forestry and women. The workshop is for PVO's and local NGO's and their respective extensionist and field staff. It will focus on the role of women in agro-forestry.

Timing: CARE should be instructed to provide a proposal for an extensionist training program. Cross-sectoral participation, including agriculture, infrastructure and health workers, should be promoted. Technical assistance and support from PPC/WID could be requested. January 1990

4. One of CARE's coordinators is currently considering preparing her thesis on the Impact on Communities of Women's Productive Groups. She would also consider looking at the impact on the household as well, if funding could be secured.

Timing: A Research Outline and Funding Requirement proposal should be sought from CARE. In view of the thesis' relevance to the HADs

Project, Rural Electrification III Project and Micro-Business Promotion Project, all three should be solicited to support financially the research. It could also be submitted to LAC Bureau for consideration within its larger research agenda. Coordination in research design should be sought. November/December, 1990.

5. Project Monitoring and Evaluation System should be developed and implemented. Although specific to this project, most of USAID/Guatemala's project could equally benefit.

Timing: A mission-wide program should be developed and disseminated to project staff, implementing agencies and contractors. January, 1990.

8. ECONOMIC STABILIZATION AND STRUCTURAL ADJUSTMENT

- 8.1. Fiscal Administration - 520-0371
- 8.2. Economic Stabilization and Structural Adjustment Programs

FISCAL ADMINISTRATION

I. Project Information

- A. Project Number: 520-0371
- B. PACD:
1) original: 12/31/92
- C. Responsible Program Office(s): Office of Economic Policy & Analysis
- D. Funding Amount(s):
1) grant: \$9,000,000
- E. Implementation Agency(s): Ministry of Finance
- F. Major Contractor(s): None
- G. Last/Next Evaluation: August 1991

II. Project Purpose

The purpose of this project is to foster efficient and effective administration of the government through the comprehensive modernization of the system of fiscal administration.

III. Project Description

The concept of the program is to improve the management effectiveness of the revenue receipt and budget implementation functions of the Government of Guatemala. The project is to achieve an improved allocation of resources, greater fairness in the tax system, modernization of public service resources and improved fiscal planning.

A. Project Objectives/Outputs

The project includes technical assistance to the Ministry of Finance in the following key areas:

1. Development of an Analytic Infrastructure. This component includes the development of various computerized sensitivity models to analyze the impact of potential changes in the structure of the tax system. Various taxes would be analyzed and new effective rates calculated. A taxpayer identification system and a taxpayer database would be developed and tax fairness analyses would be performed.

2. **Operations and Administration.** This component focuses on the institutional development necessary to effectively manage the revenue collection and the budgetary expenditure and control activities. The customs and income tax administrations would be improved in order to enhance the effectiveness of these revenue sources.
3. **Institute for Fiscal Analysis.** The Institute is to be created within the Ministry of Finance in order to ensure a permanent capability to analyze fiscal issues. This will be achieved through training, the establishment of sound computer models (referred to above) and the development of effective data collection and analysis techniques.

B. WID Activities and/or Actionable Issues

Gender issues were not addressed in the Project Paper nor in the social soundness analysis. The project itself is oriented to improvements in the fiscal administration of Guatemala and should have a broad impact across all of the public sector. That is to say, the projected benefits of the fiscal improvements should apply equally to women and men.

However, it is quite possible that this project will impact both women and men, but in different ways. For example, if the government's overall budget and expenditure efficiency is improved, the quality and/or quantity of public services should improve. Since public services are often social services, it is probable that women would benefit more than men because they may be the greater users of public services. On the other hand, if tax administration is improved, the level of tax collections would be increased. This would make more funds available for government expenditures, thereby increasing the availability of social services. The increased tax payments would probably come from men who at present, generally have higher levels of taxable income. While this is an interesting supposition, data is not currently available to substantiate it.

Clearly, a more direct and measurable benefit of this project vis-a-vis women would be an increase in employment within the Ministry of Finance as well as their participation in the training programs that are included in the project.

C. WID Progress to Date

In spite of the fact that this project has not been designed or implemented with specific activities to benefit women, there has been some definite progress and benefit for women. Since the project has begun there has been an intensive training program. As reported in the latest SAR, 25 women have received training out of a total of 100 trainees. However, this significantly understates the number of trainees because there have been one to two day seminars every week for the last twelve weeks. Although participant data for these seminars is not yet available, it is being collected and will be reported. Clearly, women are benefiting through the project training program and the data necessary to measure their participation is being reported.

With regard to employment in the Ministry of Finance, it is estimated that between 30% to 40% of the employees participating on this project are women. The current counterpart project director, one of the three Vice Ministers of Finance, is a women. However, it is not possible to attribute women's employment in the Ministry solely to this project.

IV. Recommended WID Action(s) and Target Date(s)

There are two recommendations that can be made with regard to the Fiscal Administration project.

1. The participation of women on the project team is gratifying in that they become part of the modernized approach to fiscal management. They will develop experience and skills associated with the new methods of analysis as well as the execution of new approaches to revenue collection and budgetary management. The Ministry of Finance will only be able to capitalize on these new skills if there is a career path that will allow and encourage women to remain involved in these new processes as well as to provide them with opportunities for increasing levels of responsibility. In Guatemala, career programs and paths are established by the Direction de Servicio Civil. A review should be conducted of the career management programs, especially as they apply to the personnel of the Ministry of Finance. The review would be intended to ensure that those assigned to full-time participation on the project will have adequate career opportunities. In conducting the review, consideration should be given to real and perceived barriers to women's career opportunities. Perhaps this review of the career management programs established by the Direction de Servicio Civil could be completed under an IQC task order (assuming that the review focuses on the career programs of the Ministry of Finance). If USAID considers that a government-wide review of the career management programs is necessary, a new project may be necessary.

Timing: If the review could be limited to an IQC task order focusing only on the programs for the Ministry of Finance personnel, completion could be expected within twelve months. If, on the other hand, it is decided to conduct a government-wide review, a new project will be necessary, the timing of which would be long-term.

2. This project already is planning to undertake several studies related to tax rates as well as the equity of various structures of the tax system. In considering the equity of the various structures, consideration should always be given to the impact of the tax system on women in order to ensure that a structure is not adopted that discourages women's economically productive activities.

Timing: Ongoing throughout the project.

ECONOMIC STABILIZATION PROGRAMS

I. Project Information

- A. Project Number: 520-0347
 520-0359
 520-0372
 520-0373
 520-0385
 520-0394 (New Project)
 520-0405 (New Project)
- B. PACD:
 520-0347 07/06/89
 520-0359 09/24/90
 520-0372 06/27/91
 520-0373 08/26/90
 520-0385 N/A
 520-0394 N/A
 520-0405 N/A
- C. Program Office(s)
 Responsible: Office of Economy Policy & Analysis
- | D. Funding Amounts: | Grant | Loan |
|---------------------|--------------|--------------|
| 520-0347 | \$23,425,000 | \$23,925,000 |
| 520-0359 | \$56,000,000 | none |
| 520-0372 | \$75,000,000 | none |
| 520-0373 | \$69,500,000 | none |
| 520-0385 | \$50,000,000 | none |
| 520-0394 | \$69,500,000 | none |
| 520-0405 | \$59,000,000 | none |
- E. Implementation Agency(s):
 (1) Bank of Guatemala
 (2) Ministry of Finance
- F. Major Contractor(s): None
- G. Last/Next Evaluation: None

II. Project Purpose

The purpose of these stabilization programs are to provide balance of payments support to the Government of Guatemala and to support economic policy reform in order to sustain the democratization and development process. These programs provide foreign exchange in support of the sustainable, stable economic growth of Guatemala.

III. Project Description

These projects present annual economic stabilization programs from fiscal year 1986 through fiscal year 1992. Under these programs economic support funds, in the form of international reserves and foreign exchange, are provided to the Government of Guatemala to support the private sector's need to purchase materials and equipment from US suppliers. In exchange for this funding the Government of Guatemala agrees to enter into policy dialogue addressing needed reforms on a variety of topics (topics may differ depending upon the grant year) including:

- Macroeconomic/demand management program
- Fiscal policy and administration
- Structural economic policy
- Food security policy, agriculture and food market structure
- Investment programs - various ministries
- Personnel policies and government decentralization
- Education programs
- Public sector health care programs

A. Project Objectives/Outputs

Economic stabilization programs differ from other AID projects in that the funding provided does not generally finance the execution of a specific scope of work. Rather, the funds are provided as an incentive for the Government to undertake specific economic reforms that support the turnaround and/or strengthening of the Guatemalan economy. Each year, the agreed upon overall objectives for economic reform may vary. For example, the objectives of the 1986 program included:

- Restoration of positive economic growth
- Support for the adoption of politically difficult economic, monetary and exchange reforms
- Substitution of domestic savings for external savings
- Promotion of the support for economic growth
- Support of the private sector as well as the export sector

In 1987, the program focused on policy reforms that would lead to the stabilization of the economy as well as growth in investment and exports. The projected stabilization program for 1988 was expanded to include the strengthening of the agricultural sector while the 1989 program has focused on providing incentives for the strengthening of the national budgetary system. The 1990, 1991 and 1992 programs support policy dialogues in all of these reform areas.

B. WID Activities and/or Actionable Issues

None of these economic stabilization projects has had planned activities that promote women's participation or that are planned to specifically benefit women. Gender issues are only discussed in the development assistance checklists included in the project papers for these stabilization projects. In these checklists the reference to gender issues is only that the programs are not directly applicable to women. Therefore these projects have not been designed to promote the participation of women nor was it anticipated that the projects would result in a change in the economic status of women. There is no other mention of women or women's issues in the documentation of these projects.

C. WID Progress to Date

No measurable indicators of progress toward women's participation in or benefit from these economic stabilization programs were established in the design of these projects. Moreover, no data has been collected or reported on the impact of these programs on women.

IV. Recommended WID Action(s) and Target Date(s)

Although it is commonly thought that gender issues are not applicable to economic stabilization and structural adjustment programs, it is clear that such programs do impact people in general and, depending upon the reform, may impact women to a greater or lesser degree than men. This section of the analysis will briefly discuss some of the gender issues associated with gender analysis and finally will present some actions that may improve USAID/Guatemala's ability to consider the impact of these programs on women.

Economic stabilization programs often focus on supporting a rationalization of exchange rates and their impact on the international aspects of the host country economy. They seek to increase the participation of non-traditional export industries in the economy with the associated increases in employment in these industries. In the Central American/Caribbean region, non-traditional exports tend to be in the apparel industry which generally employs significantly more women than men. A policy that promotes a shift in economic activity to these industries may also result in declines in employment in more traditional industries as well as those industries that require large amounts of imported materials and intermediate goods. These industries generally employ more men than women. Consequently, an economic stabilization program that promotes a shift in economic activity from traditional to non-traditional export industries may result in increasing the employment opportunities of women while decreasing opportunities for men. This may result in a shift in family incomes, with women becoming the principal wage earners. An economic stabilization program that seeks to promote these shifts in economic activity may improve the prospects of success if the design takes the gender aspects of these shifts in employment patterns into consideration.

Economic stabilization programs that seek to adjust the relative balance between capital and labor factors may also impact women. Programs that promote more labor intensive activities may benefit women by opening greater opportunities for employment. On the other hand, the promotion of more capital intensive production may result in a decline in employment. Women,

as new entrants into the labor force, have less job security than men and would tend to bear the greater proportion of job loss under these circumstances. The result may be to force women to seek employment in the informal sector where the opportunities offer limited security and marginal economic benefit.

Economic structural adjustment programs that focus on improving the agricultural sector may benefit women if consideration is given to the role they play in the sector. Women, working with their husbands, are key participants in most agricultural activities. However, they tend to play a greater role in non-traditional agriculture, especially in the production and marketing of new cash crops. Traditional cultural constraints to the use of women's labor may limit the success of a structural adjustment program seeking to promote increased production of non-traditional crops. Moreover, traditional barriers to women's access to agricultural credit may limit their access to seeds, fertilizers, extension services and other factors that would improve the overall success of an agriculturally oriented structural adjustment program.

There are gender issues associated with economic stabilization programs. The key point is that it is necessary to recognize that such programs do impact women and that if such impacts are taken into consideration in the design of the programs, their potential success may be enhanced. The above mentioned examples have been presented in order to demonstrate the types of linkages that must be considered when evaluating the impact of gender issues on economic stabilization programs. As future economic stabilization and structural adjustment programs are designed, consideration should be given to the following three factors related to women's participation in economic activities (from: "The Socio-Economic Effects of Structural Adjustment on Women" by Philip Boyle of PPC/WID):

- Women play an increasingly important role in the economic activities of their families, especially in the agricultural, commercial and service sector. Their economic activities are providing an increasingly important income supplement for the family, especially in times when male incomes are declining.
- There are a variety of cultural, traditional and legal barriers that limit women's full participation in economic activities. In order for an economic to fully benefit from the increase in women's activities, future economic stabilization programs will have to address these barriers and constraints.
- Traditionally, women have performed a crucial, non-remunerated economic support role in economic activities in terms of providing food, fuel, water, health maintenance, etc. for their families. As women move more directly into economic activities, the opportunity costs and economic rents associated with these foregone activities will have to be taken into consideration.

The whole issue of the gender impact on economic stabilization programs is relatively new. The principal problem is that up to now there has been relatively little original thinking on the issue and practically no data has been collected. Therefore, the only recommendation that can be made at the present time is that USAID/Guatemala should seek to increase the availability of relevant data that could be used to evaluate the gender impact of stabilization programs. The Mission should encourage the Government of Guatemala to collect and report disaggregated data

regarding women's participation in various types of economic activity. The following is a sample of the types of data that may be useful in future analysis:

- Gender disaggregated employment and unemployment statistics
- Gender disaggregated data on employment by industry (traditional sectors, new non-traditional sectors, traditional and non-traditional agriculture, etc.)
- Gender disaggregated data on income levels, broken down by sector if possible
- Gender disaggregated data on access to credit
- Data on the occurrence of women heads of household
- Gender disaggregated data on education levels and literacy

Such data can provide a sound base of information that can support a more gender sensitive design of future economic stabilization programs. This, in turn, would improve the overall impact of economic stabilization programs on the Guatemalan economy.

Regarding timing, it will take several months to establish the data collection methodology and several years before sufficient data is available to support any type of sound analysis. Therefore, it is recommended that USAID and the Government of Guatemala begin to implement this data collection activity immediately.