

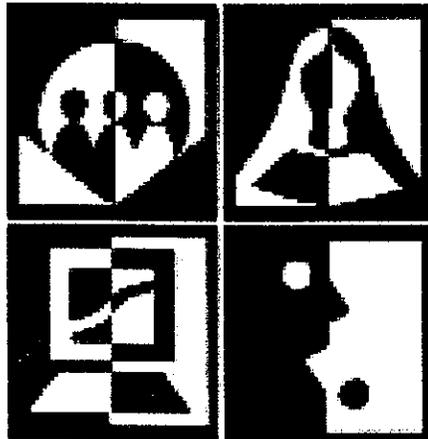
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PROYECTO INCIDENCIA

2000 - 2001 FAD BASELINE TARGETS REPORT DEMOCRATIC SUPPORT FUND (FAD)

Prepared for:
United States Agency for International Development (USAID)

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I. Overview of the Report

This report summarizes 2000 baseline data collection, projected targets and 2001 data collation for the group of civil society organizations (CSOs) that Proyecto INCIDENCIA's Democratic Support Fund (FAD) began working with in 2000 and supported until mid-2001. Baseline data was collected and analyzed for the nine organizations that received grants from FAD in 2000, targets were projected for 2001, and data was collected for the 2001 final report. All of these results are presented here. Strategies for achieving the proposed targets are also summarized in this report.

A. Proyecto INCIDENCIA and the Democratic Support Fund (FAD).

Designed as a direct contribution to USAID/G-CAP's Strategic Objective #1, defined as "More Inclusive and Responsive Democracy," INCIDENCIA, which started in September of 1997, targets the intermediate result of contributing to the achievement of "broader, more effective citizen participation in political decision-making."

CAII received additional funding in 1999 as an extension of INCIDENCIA's Advocacy Fund (FPI) to assist civil society initiatives related to the strengthening of human rights and transparency in government affairs. The FAD was not restricted to influencing the formulation, implementation and monitoring of national-level public policies; it was created to provide a broader setting for assisting human rights and transparency issues.

B. FAD's Approach and Methodology

Regarding Transparency in Public Affairs, it was decided that funds under this programmatic area were to be managed under the Advocacy Fund due to the type of activities to be implemented. Therefore efforts within this programmatic area are monitored by INCIDENCIA's Advocacy Fund staff using the existing methodology outlined in CAII's "2000 Targets Report."

Regarding FAD's Human Rights programmatic area, the approach to achieve the expected results included providing grants to CSOs; initiating a process of reconceptualization of the Human Rights Movement (HRM); pursuing a systematization process to document concrete elements of human rights work for future use; and providing, in some cases, technical assistance to strengthen CSO capacities.

In order to facilitate the measurement of Human Rights results and the changes in the participants' performance, INCIDENCIA/FAD grants, training activities and technical-assistance interventions were designed to support participating CSOs' advance along three different indices. The design of these indices draws upon many discussions within CAII. All indicators and elements comprising FAD's results framework and indices were discussed and validated with FAD's selection committee and USAID/G-CAP officers.

1. INCIDENCIA's Transparency Measurements

As stated earlier, INCIDENCIA's FPI became responsible for the Transparency component of the Democratic Support Fund. Thus measurements, results and advances are analyzed according to FPI's original methodology for increasing advocacy effectiveness of CSOs¹.

A brief summary of FPI's Transparency Baseline and Target Results follows. For a more extended explanation see Proyecto INCIDENCIA, "Yearly Baseline and Targets Report" of April 1999, 2000 and 2001.

2. Human Rights Programmatic Area Measurements

a) Criteria Design Assumptions

During the process of designing the project monitoring and evaluation component, several assumptions were made in relation to the preconditions and factors potentially affecting the feasibility of a concurrent performance monitoring and impact evaluation mechanism. These considerations were grounded in the following critical assumptions:

- CSOs and their constituencies' openness for sharing opinions and perspectives will depend upon the relationships of trust that Proyecto INCIDENCIA shares.
- The perception of the CSOs can affect the results.
- Multiple donors for the same CSOs make it difficult to isolate the impact of INCIDENCIA/FAD's support.
- Lack of longitudinal data, given the one-year duration of FAD funding, makes it difficult to detect FAD's long-term results.

For these reasons, although data in the baseline and final scores should be seen as snapshots of the FAD Universe, they show the perceptions of INCIDENCIA's and the CSOs' staff of the implementation of sub-projects, the reconceptualization process, systematization efforts, and other FAD support mechanisms.

b) Data Collection

Each CSO went through a series of steps, obtaining baseline data in 2000 and yearly performance data in 2001, before arriving at its final scores. First, one-to-three members of each CSO attended a self-assessment workshop to discuss and individually answer a questionnaire based on M&E questions relating to FAD's results framework. This further communicated the ultimate aims of the project while providing a forum to discuss issues in greater detail, such as how each was ap-

¹ See CAII de Guatemala, "Yearly Baseline and Targets Report" of April 1999.

proaching human rights work. In general, the *INCIDENCIA/FAD* personnel helped facilitate CSOs' discussions.

Independently of the implementation of this self-assessment tool, *INCIDENCIA/FAD* staff carried out their own assessment of each organization. These two results were then reconciled through discussion and review, until a final number assessing each organization's status was arrived at, first for 2000 and a year later for 2001. Once the 2000 baseline data was collected for each organization, targets were set forth for each CSO in accordance with the strategy outlined in for FAD. It should be emphasized that, in most cases, CAII settled on the more conservative estimate, when confronted with evaluations that were significantly divergent, between CAII and the organization itself. In addition, CAII contacted the CSOs when there were doubts about the scoring in order to discuss the differences and settle upon the best possible estimate.

The data collected through these mechanisms was incorporated into the project database and analyzed using statistical procedures. The results from this preliminary analysis, as well as their implications and projected targets are represented in this report. Specific information about each organization is presented below.

C. Strategy for Achieving Results

1. Selections of CSO and Projects

Due to the short time available for FAD's implementation, *INCIDENCIA* decided to carry out only one project cycle to support CSOs with projects of a maximum duration of one year.

FAD announced a solicitation for project proposals from CSOs, after providing organizations with guidelines on how to prepare these proposals. The announcement was directed to organizations consulted in the Stakeholder Analysis, as well as with organizations referred by USAID/G-CAP.

After evaluating the proposals received, individual meetings were held with each organization to discuss the formulation of the proposals. A FAD Evaluation Committee met to review and discuss the proposals, and a final decision was made in favor of those proposals that met the previously defined selection criteria and that incorporated the changes suggested by the selection committee.

2. FAD's areas

CAII staff defined two human rights strategic areas to be supported under FAD:

1. Reinforcing Civil Society's Role in Fulfilling the Historical Clarification Committee (CEH) Recommendations, specifically supporting the following CEH recommendations:
 - Psycho-social rehabilitation and reparation, with emphasis on community mental health,

- Search for missing children;
 - Dissemination and training in relation to the contents of the Memory of Silence Report, with an emphasis on urban areas and innovative methods,
 - Advocacy to include information related to the CEH report in primary, secondary, and university education curricula,
 - Advocacy to ratify pending human rights treaties, and
 - Follow-up of past research and investigation.
2. Other Human Rights Projects not related to advocacy
- Human rights projects that demonstrate an integral vision of the selected areas, including initiatives for dignified living conditions, and the promotion of human rights in diverse social sectors.
 - USAID/G-CAP suggested projects

3. Process of Reconceptualization of the Human Rights Movement

After the internal conflict, the Human Rights Movement had to dramatically shift from an acknowledged critical position, which had been the movement's standard, to a more collaborative one.

After the Peace Accords in Guatemala, the old formulas of denunciation and opposition could not contribute to democracy process. It thus became necessary to re-think and explore the role that the Human Rights Movement could assume in the new period of construction of peace and democracy.

During the conflict, human rights organizations had concentrated their efforts on individual, civil and political rights in response to disappearances, killings and regular violation of political rights. With the end of the war, the need for economic, social, and cultural rights reemerged not only as part of human rights, but as a key factor for fulfilling the Peace Accords. The perspective of assuming new alliances, undertaking cooperative work and exploring areas for development became visible, clarifying many of the roots of the nation's current human rights problems.

This not only contributed to the traditional human rights organizations, but also provided other development organizations and institutions with a frame for viewing their own work in a different perspective, helping them better understand the limitations and potential of their work, as well as the possibilities for collaboration and coordination with other sectors for improving and re-dimensioning their work.

One of FAD's original objectives was to create a discussion arena to explore human rights organizations' work and reconceptualize social practice in Guatemala now that the conflict has ended. FAD counterparts formed a Follow-up Commission to continue work on this objective.

4. Systematization

One of the greatest deficiencies of human rights organizations and the social movement in Guatemala is that projects and lessons learned therein have not been “systematized,” processed and recorded for the benefit of contemporaries and future workers. This leaves groups to work in isolation or to repeat old mistakes, which hinders the progress of the movement.

FAD contracted the Programa de Apoyo Materno Infantil (PAMI) to teach FAD grantees the fundamental conceptual and methodological tools for systematization, and to induce them to include this element in their work. PAMI worked with six of the nine projects financed by the FAD as they underwent this systematization process. PAMI has specialized in this field since Project 520-0412, financed by USAID/G-CAP.

The organizations participating in this process were:

- CONADEHGUA,
- Instancia Multi-institucional,
- Asociación ¿Dónde están los niños y las niñas?,
- CEIBA (Huehuetenango),
- Consorcio de Salud Mental (El Quiché) and
- Consorcio Uniendo Lazos por los Derechos Humanos (Baja Verapaz)

5. Targets based on individual basis

Targets were assigned after a careful review of all available information regarding each civil society organization within the FAD universe, including whether the organization was expected to participate in the human rights reconceptualization process, would receive technical assistance and training activities, or participated in the systematization initiative. Thus, the ranking of each organization in each element was reviewed by CAII staff, and improvement targets were defined in accordance with the proposed strategy for each organization.

The figures for baseline information, targets and end scores included in the text of this report are based on the median of all CSO scores.

D. Indicators and Result Framework

INCIDENCIA staff created a Results Framework that summarizes the expected outcome of the Fund in concrete indicators. After the framework was approved by USAID/G-CAP, staff designed a questionnaire that would reflect the progress of each group in terms of each indicator. The questionnaire was discussed and validated among CAII personnel and external consultants and can be found in Appendix A.

The following chart represents the results framework approved by USAID/G-CAP for the Democratic Support Fund:

CAII de Guatemala - Proyecto INCIDENCIA/FAD

RESULT FRAMEWORK



**USAID RESULT 1.2: BROADER, MORE EFFECTIVE CITIZEN PARTICIPATION
IN POLITICAL DECISION-MAKING**



Result 1.2.5: Improved citizen awareness of rights and responsibilities in a democracy.

1.2.5.1 Reinforced role of the CSO in the fulfillment of the CEH recommendations.

1.2.5.1.1 CSO's constituents show a better handling of the CEH recommendations.

1.2.5.1.2 CSO improve their diffusion of the CEH recommendations, applying novel forms and extending their work to other sectors.

1.2.5.1.3. Addressees of CSO's actions take action in the fulfillment of CEH recommendations.

1.2.5.2 Coordination between strengthened CSO

1.2.5.2.1 CSO visualize new opportunities of work with organizations of different nature.

1.2.5.2.2 CSO make use of Human Rights (HR) dialogue at a national and local level.

1.2.5.2.3 Participant coalitions are strengthened through the planning, execution and systematization of the projects.

1.2.5.3 Initiated a process of reconceptualization of the Human Rights Movement (HRM).

1.2.5.3.1 CSO advance in a process of reconceptualization of the Human Rights Movement (HRM).

1.2.5.3.2 CSO generate debate towards an integral vision of Human Rights (HR), including gender and intercultural visions.

1.2.5.3.3 CSO improve their handling of an integral vision of their rights and responsibilities.

II. Baseline and Target Results of Human Rights Projects

A total of nine organizations are considered part of the FAD universe. This section summarizes the results of the multiple institutional assessment and characterizes the organizations' baselines against set targets and actual results. The results are presented here by programmatic area only as an analytical tool for examining CSO strengths and weaknesses at the outset of this project.

A. Overall Scores

	2000 Baseline	2001 Target	2001 Actual	2001 actual % of target achieved	2001 actual % increase over 2000
ACI	33	36	37	133.3%	12.1%
ASECSA	22	30	31	112.5%	40.9%
CEIBA	27	36	31	44.4%	14.8%
CONADEHGUA	28	38	37	90.0%	32.1%
CSM	27	35	37	125.0%	37.0%
CUC	21	24	32	366.7%	52.4%
DONDE	9	17	32	287.5%	255.6%
IM	23	31	31	100.0%	34.8%
ULEDH	24	38	41	121.4%	70.8%
Mean	23.8	31.7	34.0	133.8%	44.4%
Mean as a PoPS	41.0%	63.0%	69.4%	133.8%	44.4%

Statistical notes for reference through this document:

1) Column **2001 actual % of target achieved** is calculated for each row with this formula:

$$2001 \text{ actual \% of target achieved} = \frac{2001 \text{ Actual} - 2000}{2001 \text{ Target} - 2000}$$

2) **PoPS** (Percentage of Perfect Score) is calculated rescaling the value for a 0% to 100% score. In the case of programmatic area indices, the minimum score is 9 and maximum 45. Scaling those values with this formula will show values of 0 to 100, 100 being the highest score possible.

$$PoPs = \frac{\text{score} - 9}{45 - 9}$$

This overall table shows more than a 44% increase over the baseline values. If one were to exempt DONDE² from the average, this number would be 35.1%, a more realistic value, which is excellent for the FAD universe.

Noticeably ULEDH, a new project that groups very different organizations, obtained the greatest score, achieving 121.4 percent of the original target, and increasing more than 70 percent overall with respect to 2000 (see ULEDH below).

² Asociación DONDE has a very steep increment do to the fact that it is a new organization with no institutional background and thus with a very low baseline. For more information on this see DONDE's below in Civil Society Organization Scores).

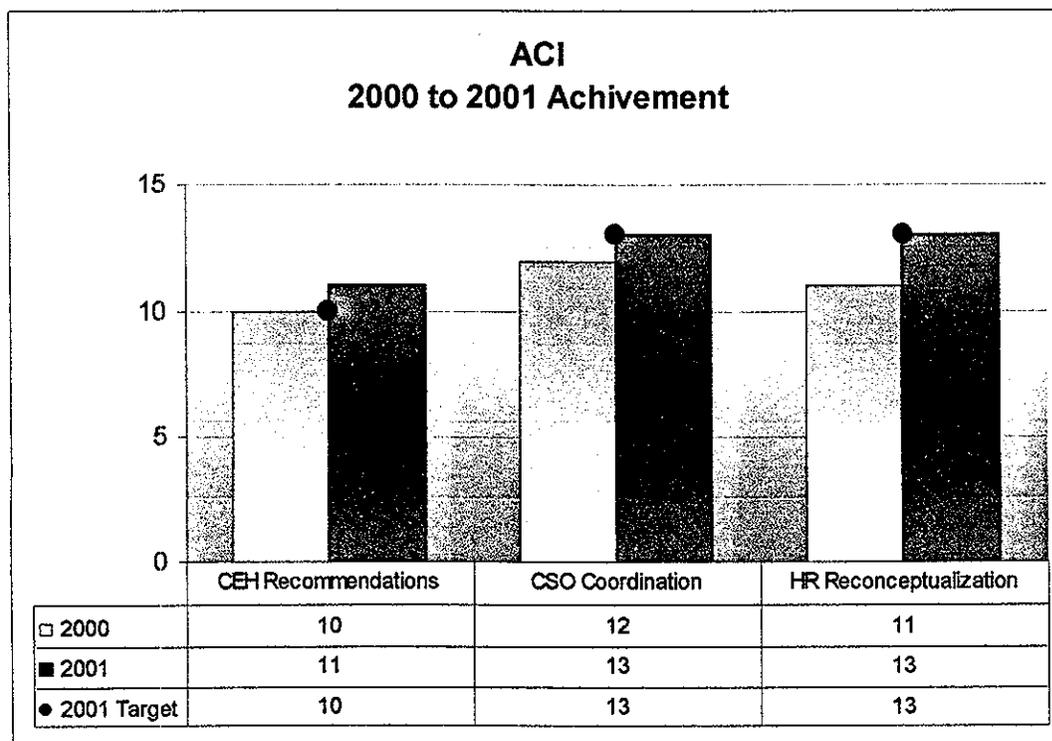
In general, expectations were good for 2001. On average 133 percent of targets were achieved and FAD managed to improve this universe or organizations' scores in 44.4 percent with respect to the 2000 baseline.

In the next section we will analyze baselines, scores, targets and achievement for each one of the members of the universe.

B. Civil Society Organization Scores

1. Alianza Contra la Impunidad

CEH Recommendations		LI1.1	LI1.2	LI1.3	Total
ACI	2000	4	3	3	10
	2001 Target	4	3	3	10
	2001	4	4	3	11
CSO Coordination		LI2.1	LI2.2	LI2.3	Total
ACI	2000	4	5	3	12
	2001 Target	5	5	3	13
	2001	5	5	3	13
HR Reconceptualization		LI3.1	LI3.2	LI3.3	Total
ACI	2000	4	3	4	11
	2001 Target	5	4	4	13
	2001	4	4	5	13



a) Organization background

Alianza Contra la Impunidad (ACI) started its work in 1996 as a group of civil society organizations and individuals seeking to change the Reconciliation Law Proposed by the Government and URNG. It presented an alternative proposal to congress that limited impunity to those who violated human rights, but it was rejected. Although its initial motivation ended when the National Reconciliation Law was approved, it decided to maintain the organization and continue working against all forms of impunity.

Since then, ACI has continued its participation with campaigns and supporting actions in favor of human rights.

Proyecto INCIDENCIA has worked closely with ACI since 1999. ACI is part of INCIDENCIA's Advocacy Fund Universe of Organizations³ and was granted funds in 1999.

b) Baseline 2000 and 2001 Targets

ACI was the top CSO in the FAD universe with an overall score of 33 out of 45, thus starting with excellent scores of 10 in the *CEH Recommendations Index* (1), 12 in the *CSO Coordination Index* (2), and 11 in the *HR Reconceptualization Index* (3).

For 2001, INCIDENCIA/FAD targeted a small increase in the *CSO Coordination Index* (2) and the *HR Reconceptualization Index* (3).

c) Strategies for Achieving 2001 Targets

For 2001, it was believed that ACI had a margin for increasing its scores in the Coordination and Reconceptualization Indices. Specifically reflected in 2001 expected targets are increments in *visualizing new opportunities for work with organizations of different nature* (2.1), the *advancement of reconceptualization of the Human Rights Movement* (3.1) and *generation of debate towards an integral vision of human rights, including gender and intercultural visions* (3.2).

ACI was expected to meet its 2001 targets mostly through its work on the reconceptualization of the human rights movement. ACI participated actively with one of its members in the coordination commission, and on the implementation of a project funded by INCIDENCIA/FAD and focused on researching emblematic cases of impunity in Guatemala. The general objective of the project was to study the effects that impunity has produced in Guatemala at the socio-cultural and psychosocial levels in order to generate proposals linked to actions to be taken by members of ACI.

Since FAD was not working with ACI on initiatives directly related to fulfilling CEH recommendations, no increments were expected in this index.

d) 2001 Target Analysis

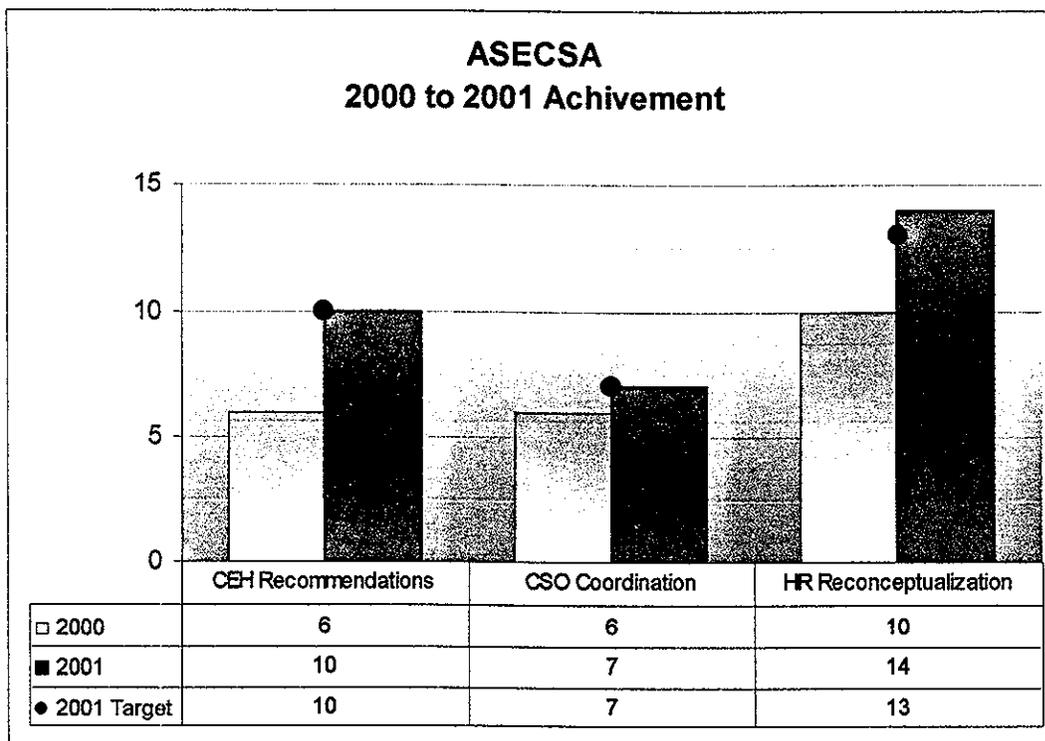
Alianza Contra la Impunidad 2001 scores show an overwhelming 133.3% achievement of expected targets, a 12.1% increase from its baseline. This is particularly good since ACI had very good scores when the baseline was developed. Although not expected, ACI increased its score in the *CEH Recommendations Index* (1), while achieving expected targets on the *CSO Coordination Index* (2) and *HR Reconceptualization Index* (3).

³ See CAII de Guatemala, "Yearly Baseline And Targets Report" of April 1999., and CAII de Guatemala, "1999 Targets Report" of February 2000.

This can be explained through ACI's involvement and coordination of the whole Reconceptualization of the Human Rights Movement. As stated earlier, the reconceptualization process was introduced at the best possible time and many of its results explain the increments of various of the CSO increases on this index (3) throughout this report.

2. Asociación de Servicios Comunitarios de Salud

CEH Recommendations		LI1.1	LI1.2	LI1.3	Total
ASECSA	2000	2	1	3	6
	2001 Target	3	4	3	10
	2001	3	4	3	10
CSO Coordination		LI2.1	LI2.2	LI2.3	Total
ASECSA	2000	2	4		6
	2001 Target	3	4		7
	2001	4	3		7
HR Reconceptualization		LI3.1	LI3.2	LI3.3	Total
ASECSA	2000	3	4	3	10
	2001 Target	4	5	4	13
	2001	4	5	5	14



a) Organization Background

Asociación de Servicios Comunitarios de Salud (ASECSA) is an institution with a social focus that provides assistance, educates, and raises awareness of integral community healthcare, for the improvement of the quality of life of its beneficiaries.

Proyecto INCIDENCIA had not worked with ASECSA prior to FAD.

b) Baseline 2000 and 2001 Targets

ASECSA scored a 22 overall baseline, having very low scores in the *CEH Recommendations* Index (1) and *CSO Coordination* Index (2). The low score of 6 on *CEH*

Recommendations Index, one of the lowest in this index overall, can be understood because ASECSA had not been involved in disseminating and fulfilling the recommendations due to its focus on providing health care. It can be observed, first, that no score was proposed under the *Coalition's strengthening* (2.3) result, because ASECSA is not a coalition and is not expected to work with other CSOs within the implementation of its project. Second, there is a low target expected in the *visualization of opportunities to work with other CSOs* (21). Clearly the Asociación had not sought new possibilities for working with CSOs of a different nature in the past. While this gives them a low score in this index, it was not supposed to affect scores. ASECSA did score above average (10) on the *HR Reconceptualization* Index (3), which shows that it perceives their healthcare activities as oriented toward human rights.

For 2001, FAD defined targets on all three main indices seeking increases on ASECSA's performance in *CEH Recommendations* Index (1), *CSO Coordination* Index (2) and *HR Reconceptualization* Index (3).

c) Strategies for Achieving 2001 Targets

ASECSA's targets for 2001 were defined for the following indicators: *CSO's constituents show a better handling of the CEH recommendations* (1.1), *CSO improved their diffusion of the CEH recommendations* (1.2), *CSO visualizes new opportunities of work with organizations of different nature* (2.1) and *Process of reconceptualization HRM* (3.1), *Gender and Inter-cultural visions in the Integral HR debate*(3.2) and *Improve handling of rights and responsibilities* (3.3).

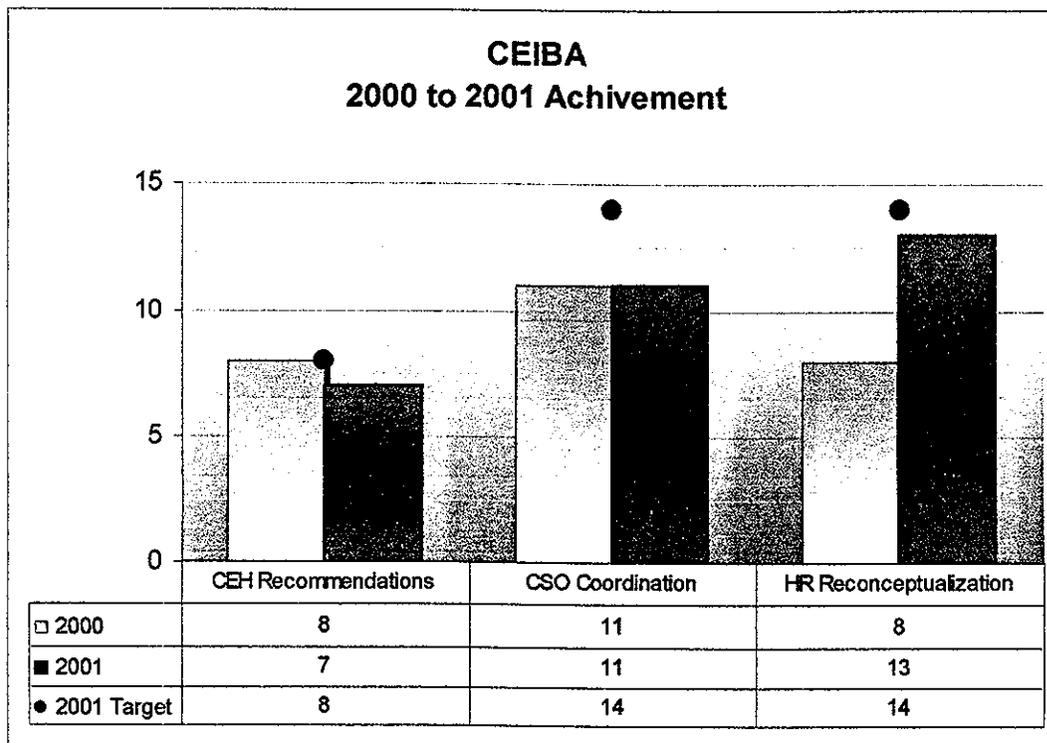
These targets were to be met through the implementation of FAD-funded project "*Dissemination and Promotion of CEH Recommendations.*" ASECSA expected to promote mental health work at the community level by providing assistance to women's groups and health promoters. Also, it expected to provide assistance for institutional strengthening and play an active role in the HRM Reconceptualization workshops where ASECSA could enrich the discussion as well as broaden its experience in community healthcare as a human right.

d) 2001 Target Analysis

Asociación de Servicios Comunitarios de Salud scored 31 in 2001, showing a 112.5% achievement of targets and increasing 40.9% over the 2000 baseline. Special interest related to *HR Reconceptualization* Index (3) where ASECSA surpassed expected targets and almost achieved a perfect score of 15.

3. Asociación para la Promoción y el Desarrollo de la Comunidad “CEIBA”

CEH Recommendations		LI1.1	LI1.2	LI1.3	Total
CEIBA	2000	2	3	3	8
	2001 Target	2	3	3	8
	2001	2	2	3	7
CSO Coordination		LI2.1	LI2.2	LI2.3	Total
CEIBA	2000	3	5	3	11
	2001 Target	5	5	4	14
	2001	4	4	3	11
HR Reconceptualization		LI3.1	LI3.2	LI3.3	Total
CEIBA	2000	2	3	3	8
	2001 Target	5	5	4	14
	2001	4	4	5	13



a) Organizational Background

The Asociación para la Promoción y el Desarrollo de la Comunidad (CEIBA) started as an initiative by Guatemalan professionals to offer support and solidarity to those organizations and communities working in the defense of human rights, and promoting conditions for reconciliation between historically based communities and new communities of refugees returning from Mexico. CEIBA has been working since 1992 with programs related to integral development in the Chuj and Q'anjobal Mayan communities in North Huehuetenango; the Mam area in South Hue-

huetenango; and in four communities of Retalhuleu. CEIBA is considered a non-traditional human rights organization dedicated development work.

Proyecto INCIDENCIA has not worked with CEIBA in the past.

b) Baseline 2000 and 2001 Targets

CEIBA came in third in the FAD universe, next to Consorcio de Salud Mental (see below), with an overall score of 27 out of 45 points. In the *CEH Recommendations Index* (1) a baseline of 8 was calculated. Since there was no direct way of increasing this score, no targets were set in this index. For the *CSO Coordination Index* (2) a baseline of 11 and a target of 14 were defined, while on the *HR Reconceptualization Index* (3) a score of 8 for the baseline and a target of 14 were set.

Although CEIBA is not a coalition, a baseline and target score were established for *strengthened coalitions through the planning, execution and systematization of projects* (2.3), 3 and 4 respectively. It was intended that the relationship between CEIBA and the municipalities would be considered in this index since the project proposal presented by CEIBA included a close working relationship with these authorities.

c) Strategies for Achieving 2001 Targets

Targets for 2001 were set for CEIBA with increases expected in the *visualization of opportunities for work with organizations of a different nature* (2.1), *strengthened coalitions through the planning, implementation and project systematization* (2.3), and a higher increase for *advancement of the process of reconceptualization of the HRM* (3.1), *CSO generate debate towards an integral vision of Human Rights, including gender and intercultural visions* (3.2) and *CSO improved their handling of an integral vision of their rights and responsibilities* (3.3).

CEIBA was expected to reach targets in the implementation of the project funded by INCIDENCIA/FAD. This project expected to strengthen institutional capacity and advocacy in the Mam communities of Huehuetenango, for the improvement of community management in the exercise of economic, social, and cultural rights and the creation of sustainable development. This will be achieved through a working relationship with the municipalities of the region.

Since CEIBA is a non-traditional human rights organization, we expected that experience gained through the implementation of this project and active participation in the Reconceptualization of the Human Rights Movement would reflect on scores for *reconceptualization of the HRM* (3) in 2001.

Lastly, because CEIBA would not be involved in direct promotion of the *CEH recommendations*, no targets were set for this index (1), and scores are expected to remain the same in 2001.

d) 2001 Target Analysis

CEIBA only achieved an overall 44% of its targets. Although this achievement seems small we can observe that CEIBA managed to grow 14.8% in the same period. The main reason for this growth is the increased perception that CEIBA's activities were focused on human rights. This can be observed in the increase shown in the *HRM Reconceptualization Index* (3) from 8 to 13; the expected target of 14 seemed ambitious. The *CEH Recommendations Index* (1), which was not targeted by FAD's work, decreased in 2001, lowering the overall score of achievement and growth.

The *CSO Coordination Index* (2), *visualization of new work opportunities with organizations of different nature* (2.1) was expected to increase by 2, but only increased by 1. The *use of Human Rights dialogue* (2.2) was expected to remain at a level of 5 but decreased to 4, and the *strengthening of relationships with municipal authorities*⁴(3.2) score remained constant at 11 whereas 14 was expected.

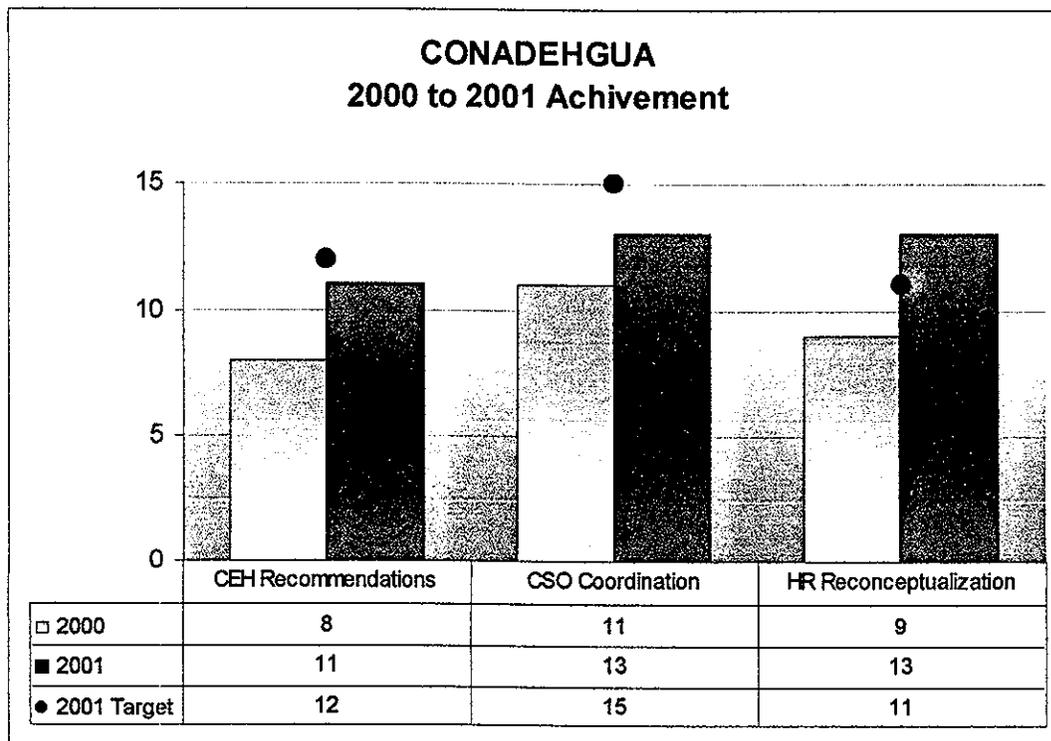
Closer observation, including study of the self-assessment questionnaire, shows that the main reason for the decrease in the *Human Rights dialogue* (2.2) is the limited involvement of CEIBA in the national level dialogue. This is outside the scope of the project and INCIDENCIA's expectations, but nevertheless translates into a smaller score for the index. In the *strengthening of relationships with municipal authorities*⁵(3.2) scores, again seen in the original questionnaire, the municipal authorities were neither involved in the project planning, nor the systematization process, therefore scores only reflect the *strengthening of relationships* during implementation, which were not high enough to raise the average.

⁴ For CEIBA "strengthened coalition" is interpreted as "strengthened relationships with municipal authorities"

⁵ For CEIBA "strengthened coalition" is interpreted as "strengthened relationships with municipal authorities"

4. Coordinadora Nacional de Derechos Humanos de Guatemala

CEH Recommendations		LI1.1	LI1.2	LI1.3	Total
CONADEHGUA	2000	2	3	3	8
	2001 Target	4	5	3	12
	2001	4	4	3	11
CSO Coordination		LI2.1	LI2.2	LI2.3	Total
CONADEHGUA	2000	4	4	3	11
	2001 Target	5	5	5	15
	2001	4	5	4	13
HR Reconceptualization		LI3.1	LI3.2	LI3.3	Total
CONADEHGUA	2000	4	3	2	9
	2001 Target	5	3	3	11
	2001	4	4	5	13



a) Organizational Background

The Coordinadora Nacional de Derechos Humanos de Guatemala (CONADEHGUA) is a coordinating body composed of 10 organizations working for human rights in Guatemala, whose purpose is to increase the advocacy capabilities of these organizations.

Proyecto INCIDENCIA has worked closely with CONADEHGUA since 1998; it is part of INCIDENCIA's Advocacy Fund Universe of Organizations⁶ and received funding to implement several projects in 1998 and 1999.

⁶ See CAIL de Guatemala's "Yearly Baseline And Targets Report" of April 1999 and "1999 Targets Report" of February 2000.

b) Baseline 2000 and 2001 Targets

Of all the CSOs in this baseline, CONADEHGUA ranked second with an overall score of 29. With 8 on the *CEH Recommendations Index* (1), 11 for the *CSO Coordination Index* (2) and a 9 in the *HR Reconceptualization Index* (3), CONADEHGUA started with a strong baseline. Nevertheless, it was expected to increase by 10 points overall during 2001: 4 in the *CEH Recommendations Index*, 4 in the *CSO Coordination Index*, and 2 in the *HR Reconceptualization Index*.

c) Strategies for Achieving 2001 Targets

CONADEHGUA is expected to increase its scores for almost every indicator, specifically in *handling better the CEH recommendations*(1.1), *improving diffusion of the CEH recommendations* (1.2), *visualizing new opportunities of work with organizations of different nature* (2.1), *make use of the national and local HR dialogues* (2.2), *strengthened coalitions through the planning, execution and systematization of projects* (2.3), *process of reconceptualization HRM* (3.1), and *handling better the vision of rights and responsibilities* (3.3).

CONADEHGUA implemented an INCIDENCIA/FAD-funded project in 2000 and 2001 for the execution of advocacy policies to fulfill the recommendations of the CEH and implement effective means of monitoring human rights in Guatemala. This project had several components that were expected to help CONADEHGUA reach its set targets. Specifically, these dissemination of the contents of the CEH report among CONADEHGUA constituents, magistrates and mid-level students; the coordination of advocacy efforts on the ratification of human rights efforts; and the continued research of the past as a means of psychosocial rehabilitation.

It was also expected that targets in the *HR Reconceptualization Index* would be reached through CONADEHGUA's work in the reconceptualization of the Human Rights movement.

d) 2001 Target Analysis

CONADEHGUA managed to increase an overall 32.1% over baseline scores in 2001, from a baseline of 28 to a score of 37, achieving 90% of expected targets. As can be seen in the graph, *CEH Recommendations Index* (1) scores fell 1 point short of targets while the *CSO Coordination Index* (2) was 3 points lower than its expected score. On the other hand, it achieved a much higher than expected on the *HR Reconceptualization Index* (3): 13 instead of 11.

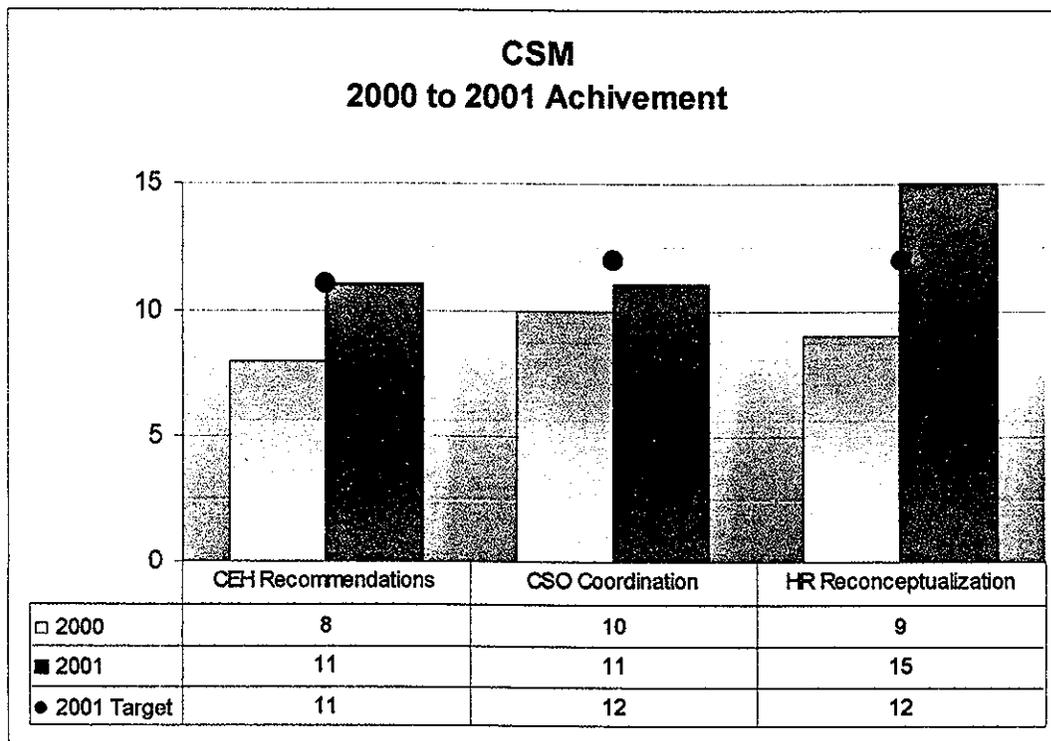
Although set targets were somewhat optimistic, the overall increases for this organization are very good.

Almost all increases can be traced to a strategic planning effort funded by INCIDENCIA in November of 1999. The elements outlined in this exercise were applied to CONADEHGUA's project under FAD. Specifically, strategic objectives were considered when preparing the main components of the project, and a new operative coordination model, also suggested in November, was adopted.

Furthermore, increases on the *HR Reconceptualization* Index can be explained through the active participation of CONADEHGUA's members throughout process. They not only attended the workshops and discussions but participated actively in coordination and execution.

5. Consorcio de Salud Mental

CEH Recommendations		LI1.1	LI1.2	LI1.3	Total
CSM	2000	3	2	3	8
	2001 Target	4	4	3	11
	2001	3	4	4	11
CSO Coordination		LI2.1	LI2.2	LI2.3	Total
CSM	2000	4	3	3	10
	2001 Target	4	4	4	12
	2001	4	4	3	11
HR Reconceptualization		LI3.1	LI3.2	LI3.3	Total
CSM	2000	3	3	3	9
	2001 Target	4	5	3	12
	2001	5	5	5	15



a) Organizational Background

Consorcio de Salud Mental (CSM) is a consortium of very diverse organizations, institutions and associations working on community mental health in Guatemala. Although all of their members (Utz K'aslemal, ADEJUC, CASODI, Ixmucané, ADMI and the Health Science Faculty of Rafael Landívar University) had been working on mental health in the Quiché area, the possibility of funding by INCIDENCIA prompted them to get together to coordinate their efforts under a single program.

b) Baseline 2000 and 2001 Targets

Of all the CSOs in this baseline, CSM ranked third with an overall score of 27. With 8 on the *CEH Recommendations Index* (1), 10 in the *CSO Coordination Index* (2) and 9 for the *HR Reconceptualization Index* (3), the Consorcio had a healthy baseline. Scores were expected to increase by 8 points globally during 2001: 3 under the *CEH Recommendations Index*, 2 under the *CSO Coordination Index* and 3 under the *HR Reconceptualization Index*.

c) Strategies for Achieving 2001 Targets

The CSM was expected to improve on *handling better the CEH recommendations* (1.1), *improving dissemination of the CEH recommendations* (1.2), *making use of the national and local HR dialogues* (2.2), *strengthening coalitions through the planning, execution and systematization of projects* (2.3), *the process of reconceptualizing the HRM* (3.1), and *generating integral HR dialogue with gender and intercultural visions* (3.2).

By implementing its INDICENCIA/FAD project, the Consorcio was expected to reach most of the targets set for 2001. This project's objective was to advocate for the psycho-social reparation of the people affected by the internal armed conflict and to contribute to the consolidation of the peace process and creation of a democratic and participatory culture in the department of Quiché in Guatemala. This involved the dissemination of CEH Recommendations which was to automatically boost the *CEH Recommendations Index* (1) score. Because CSM's members come from different backgrounds and work experiences, it was expected that the project coordination would be rich but difficult, but would eventually increase the score for the *CSO coordination index* (2).

CSM expects to reach its 2001 targets in the *HR Reconceptualization Index* through its active participation in the activities of the Reconceptualization of the Human Rights Movement.

d) 2001 Target Analysis

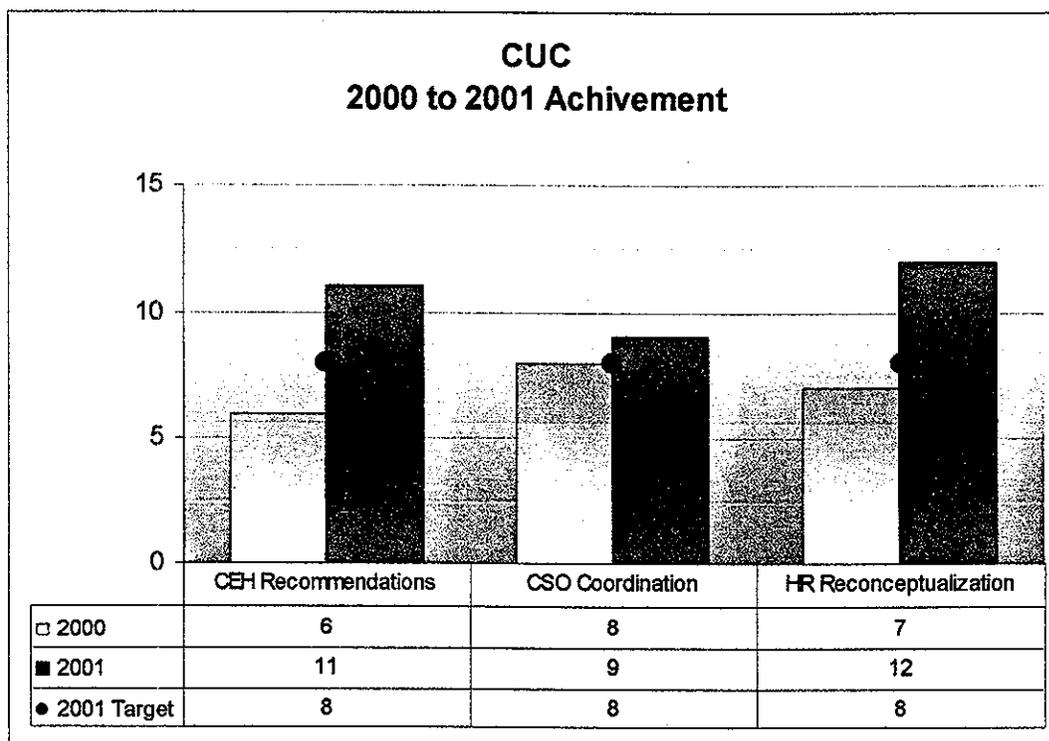
CSM's 2001 scores show a 125.0% achievement of expected targets, growing 37.0% overall. Even though targets for the *CSO coordination index* (2) were not met, special mention goes to the *HR Reconceptualization Index* (3), in which the Consorcio reached a perfect score of 15. This shows great work in integrating human rights and community activities.

As this project was being implemented, the expected coordination problems turned out to be too rough for the newly created consortium. Different backgrounds and viewpoints made it very hard for members to have a good experience in coordination, and this was reflected in this index's scores

Notwithstanding this difficulty, at the end of FAD, the CSM went from third to second best within this Universe, with a final score of 37.

6. Comité de Unidad Campesina

CEH Recommendations		LI1.1	LI1.2	LI1.3	Total
CUC	2000	2	1	3	6
	2001 Target	3	2	3	8
	2001	3	3	5	11
CSO Coordination		LI2.1	LI2.2	LI2.3	Total
CUC	2000	3	5		8
	2001 Target	3	5		8
	2001	4	5		9
HR Reconceptualization		LI3.1	LI3.2	LI3.3	Total
CUC	2000	2	2	3	7
	2001 Target	2	3	3	8
	2001	4	4	4	12



a) Organizational Background

The Comité de Unidad Campesina (CUC), the oldest organization in the Universe, began its work in 1978. After surviving different phases of work in Guatemala, from persecution, exile and secrecy to promotion of organization and unity, the CUC now promotes change through dialogue and negotiation. Its main motivation is to increase work opportunities and wages for peasants, as well as to democratize land tenure and usage.

Proyecto INCIDENCIA has not worked with the CUC in the past.

b) Baseline 2000 and 2001 Targets

CUC was one of the lowest overall baseline scores in the Universe, second only to DONDE (see below). CUC totaled an overall of 21, with 6 for the *CEH Recommendations Index* (1), 8 for the *CSO Coordination Index* (2) and 7 in the *HR Reconceptualization Index* (3).

Not many increases were expected for 2001, since the funded project will not concentrate on index growth. Targets were set for the *CEH Recommendations Index* and the *HR Reconceptualization Index*.

Since no special effort of coordination was expected from CUC in this period, no targets were set for the *CSO Coordination Index*.

c) Strategies for Achieving 2001 Targets

CUC's 2001 targets included small increases on *better usage of the CEH recommendations* (1.1), *improving diffusion of the CEH recommendations* (1.2), and *Generating integral HR dialogue with gender and intercultural visions* (3.2).

Targets were expected to be reached in 2001 mainly through the implementation of the FAD-funded project, to work on a historical reconstruction of the violence that occurred in 14 peasant communities.

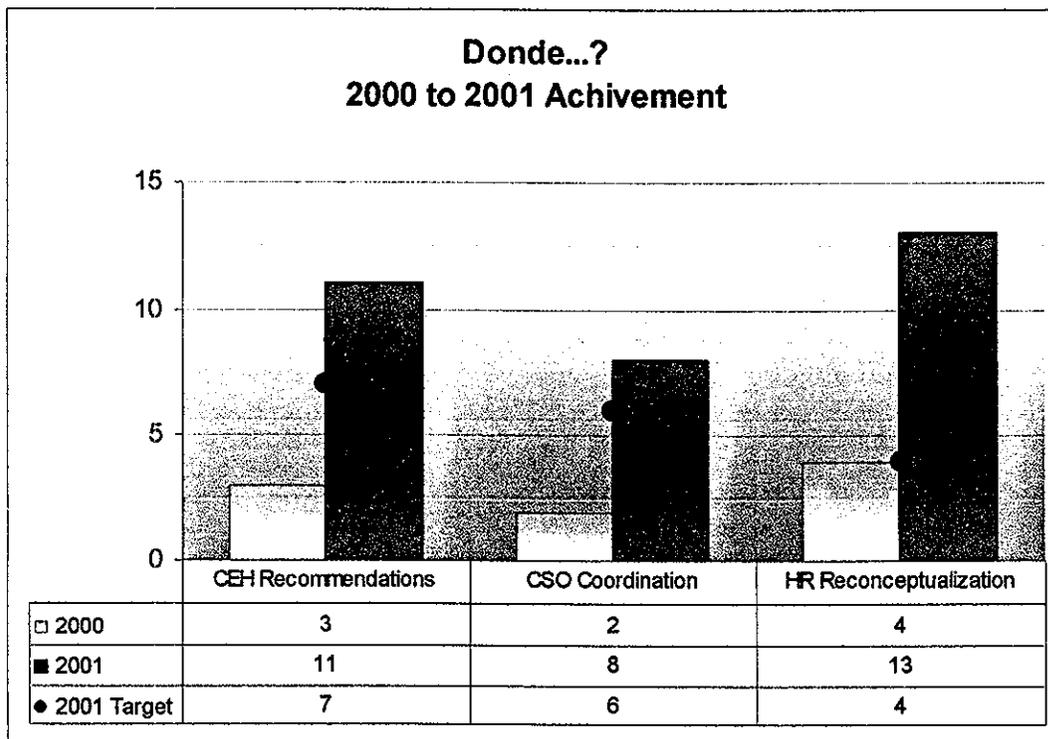
d) 2001 Target Analysis

The CUC's 2001 scores came out much better than expected, with an average 366.7% achievement of targets and 52.4% overall growth. This growth is the highest in this report, excluding DONDE, whose own growth is skewed due to its extremely low baseline scores (see below). All indices increased in 2001, with the unparalleled raise of the *HR Reconceptualization Index*, where a total of 12 was achieved in 2001 from a baseline of 7.

Since CUC's project was to include historical reconstruction for a fuller validation of the CEH Report, with some dissemination of the CEH Recommendations, INCIDENCIA staff set a moderate target for the *CEH Recommendations Index* (1). Targets were met in both indices, but there was an unexpected increase on *actions take action in the fulfillment of CEH recommendations Index* (1.3) which was noted as a result of the project. Similarly, the *HR Reconceptualization Index* (3) was assigned a reasonable target and CUC's participation in the Reconceptualization Process of the Human Rights Movement exceeded expectations.

7. ¿Dónde Están los Niños y las Niñas?

CEH Recommendations		LI1.1	LI1.2	LI1.3	Total
DONDE	2000	1	1	1	3
	2001 Target	2	2	3	7
	2001	4	4	3	11
CSO Coordination		LI2.1	LI2.2	LI2.3	Total
DONDE	2000	1	1		2
	2001 Target	1	5		6
	2001	4	4		8
HR Reconceptualization		LI3.1	LI3.2	LI3.3	Total
DONDE	2000	2	1	1	4
	2001 Target	2	1	1	4
	2001	3	5	5	13



a) Organizational Background

The ¿Dónde Están los Niños y las Niñas? Association (DONDE) began its work in the United States and sought the support of INCIDENCIA to establish itself and its activities in Guatemala in 2000. DONDE is a new organization in Guatemala, and was founded specifically to search for the boys and girls that were “disappeared” during the war in Guatemala, as well as to improve the mental health of the families of the lost children.

b) Baseline 2000 and 2001 Targets

DONDE's baseline is the lowest of all with a 9 overall, a score of 3 in the *CEH Recommendations Index* (1), 2 in the *CSO Coordination Index* (2), and 4 in the *HR Reconceptualization Index* (3).

This can be explained due to the fact the self-assessment workshop was held while DONDE was initiating its work. It was a new organization with no previous institutional background.

c) Strategies for Achieving 2001 Targets

By the time FAD ended, DONDE was expected to increase its scores substantially, showing an overall increase from 9 to 17. Set 2001 targets were 7 for the *CEH Recommendations Index* (1), 6 for the *CSO Coordination Index* (2) and 4 in the *HR Reconceptualization Index* (3).

These targets were to be met through the implementation of the "Where are the Boys and Girls?" project, in which the Association expected to sensitize Guatemalan society to the problem of children "lost" during the war and find out the truth about political disappearances of these children in Guatemala, while coordinating efforts with other organizations, government authorities and key people in Guatemala.

In addition, DONDE was expected to actively participate in the Reconceptualization process of the Human Rights Movement, so the *HR Reconceptualization Index* was expected to increase.

d) 2001 Target Analysis

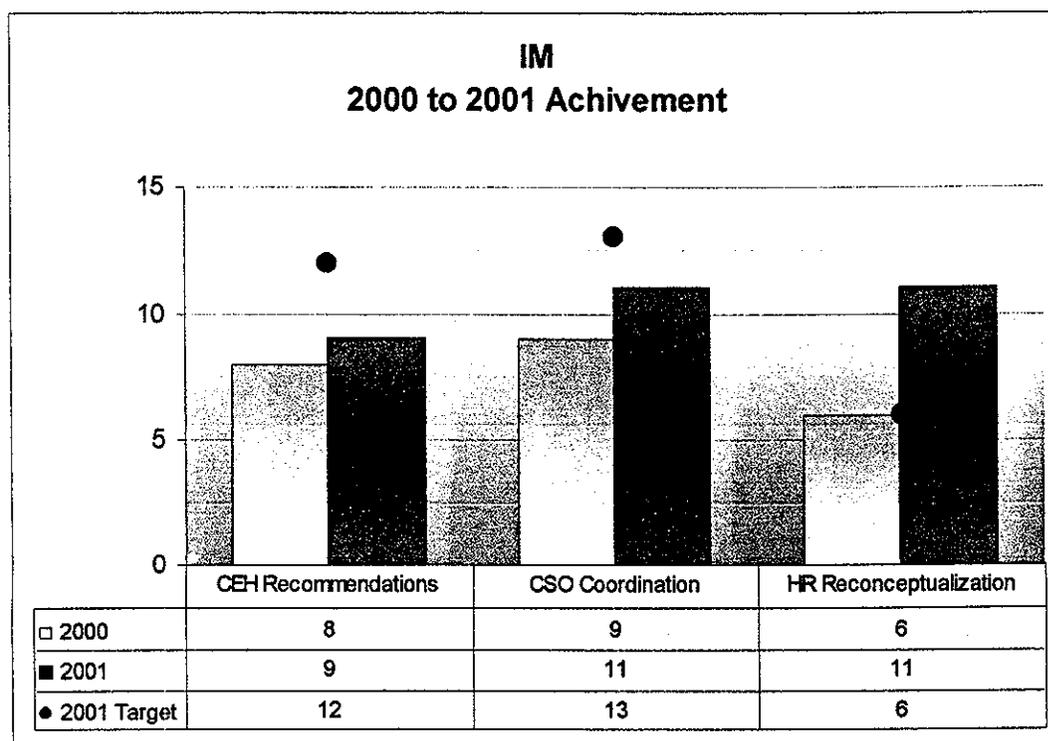
As expected, the Association grew considerably in 2001, with an overall 255.6% growth over the 2000 baseline scores. This growth, the largest of the group, should be brought into perspective due to the reasons mentioned earlier. Still, a 287.5% overall achievement of targets was unexpected within this universe. DONDE moved from last position in the baseline to fifth place in 2001.

DONDE increased overall from a 9 in 2000 to a 32 in 2001, from 3 to 11 in the *CEH Recommendations Index* (1), from 2 to 8 in the *CSO Coordination Index* (2), and from 4 to 13 to *HR Reconceptualization Index* (3). Even though overall targets were exceeded, the *make use of the national and local HR dialogues*(2.2) set target was not met during this period. CAII staff expected this score to be much higher since much of DONDE's work concentrated on the coordination with others to advocate for the creation of the Comisión Nacional de Búsqueda de Niños(as) Desaparecidos(as) (CNBND). Although scores did not turn out as expected for DONDE, the CNBND was created.

¿Dónde Están los Niños y las Niñas? Association now shows high scores and is expected to continue doing very well in the future.

8. Instancia Multi-Institucional

CEH Recommendations		LI1.1	LI1.2	LI1.3	Total
IM	2000	3	2	3	8
	2001 Target	5	4	3	12
	2001	3	3	3	9
CSO Coordination		LI2.1	LI2.2	LI2.3	Total
IM	2000	3	3	3	9
	2001 Target	4	5	4	13
	2001	4	4	3	11
HR Reconceptualization		LI3.1	LI3.2	LI3.3	Total
IM	2000	2	3	1	6
	2001 Target	2	3	1	6
	2001	4	4	3	11



a) Organizational Background

The Instancia Multi-Institucional (IM) is defined as a convergence of different organizations and institutions from civil society, indigenous peoples, displaced populations, and human rights organizations, together with the Office of the Human Rights Ombudsman (PDH), who have stated their intention to work on demanding, monitoring and providing follow-up to the fulfillment of the CEH Recommendations through the development, presentation and negotiation of proposals within the Peace Accords framework.

b) Baseline 2000 and 2001 Targets

Within this universe, IM's overall baseline was sixth place with a total of 23, scoring 8 under the *CEH Recommendations Index* (1), 9 under the *CSO Coordination Index* (2), and 6 under the *HR Reconceptualization Index* (3).

Targets were set for IM in the first two indices to include increases from 8 to 12 in the *CEH Recommendations Index*, and 9 to 13 in the *CSO Coordination Index*. As there was no direct way of supporting them on the *HR Reconceptualization Process*, no targets were set for this index.

c) Strategies for Achieving 2001 Targets

IM was expected to increase the value of the following specific indicators *handling better the CEH recommendations* (1.1), *improving diffusion of the CEH recommendations* (1.2), *visualizing new working opportunities with organizations of different nature* (2.1), *making use of the national and local HR dialogues* (2.2), and *strengthening their coalitions through the planning, execution and systematization of projects* (2.3).

The rise in these scores was supported through the implementation of their funded project, "Advocacy Activities to Promote and Implement the Recommendations of the CEH," where IM sought to follow-up on the recommendations of the CEH Report, especially regarding the creation of the Peace and Harmony Foundation (*Fundación por la Paz y la Concordia*), dissemination and presentation of the Report's content, and the creation of the National Commission for the Search of Lost Children (*Comisión Nacional para la Búsqueda de Niños Desaparecidos*).

IM was expected to participate in the Human Rights Movement's Reconceptualization Process, which was to increase scores for this index in 2001.

d) 2001 Target Analysis

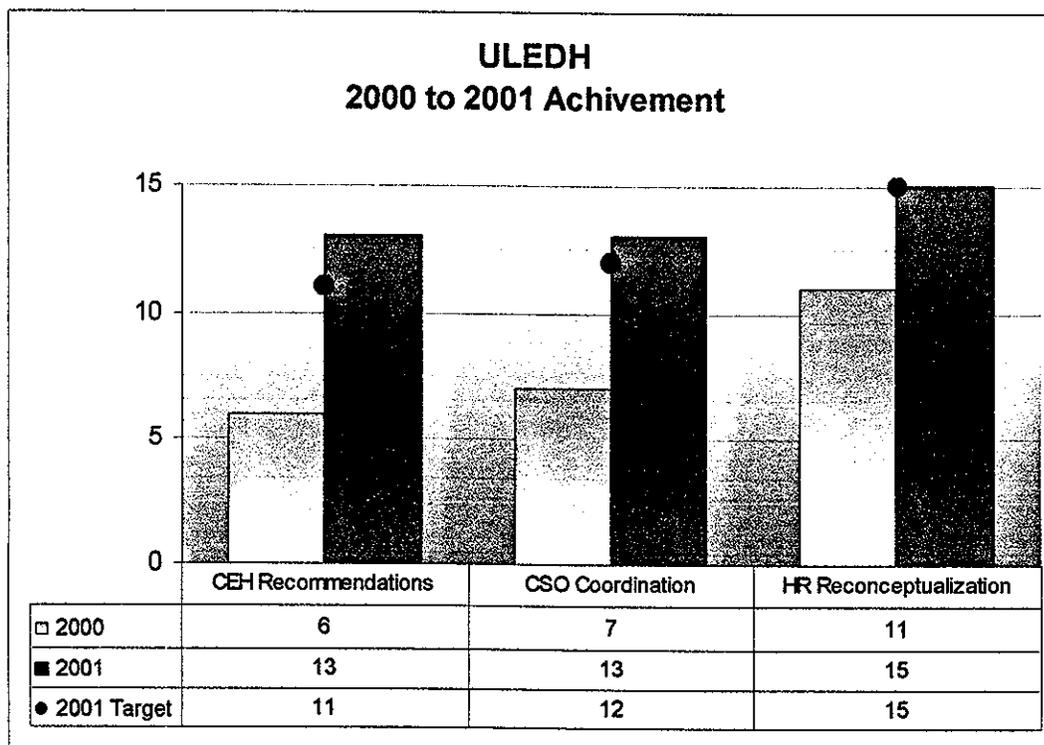
IM reached its overall expected targets with an increase of 34.8% over its initial overall baseline. Although targets were met with an exact 100% achievement, this is mainly due to the unexpected increases in the *HR Reconceptualization Index* (3). The specifically targeted scores in the *CEH Recommendations Index* (1) and the *CSO Coordination Index* (2) fell short of expectations even though both saw improvements during 2001.

During project implementation, the Instancia Multi-Institucional's systematization objective was expected to document the lobbying strategy used in its advocacy efforts. During this process several problems arose, such as the methodology used to disseminate the CEH Report and the different degrees of participation and coordination within IM itself. This process shed some light on the limited achievement of the 2001 targets on the *CEH Recommendations Index* (1) and the *CSO Coordination Index* (2).

The HRM Reconceptualization Process did lead to great improvements along the *HR Reconceptualization Index* (3).

9. Uniendo Lazos y Esfuerzos en el Trabajo por los Derechos Humanos

Recomndaciones CEH		II1.1	II1.2	II1.3	Total
ULEDH	2000	2	2	2	6
	2001 Target	4	4	3	11
	2001	4	4	5	13
Coordinación		II2.1	II2.2	II2.3	Total
ULEDH	2000	2	2	3	7
	2001 Target	4	3	5	12
	2001	4	5	4	13
Reconceptualización		II3.1	II3.2	II3.3	Total
ULEDH	2000	3	4	4	11
	2001 Target	5	5	5	15
	2001	5	5	5	15



a) Organizational Background

Uniendo Lazos y Esfuerzos en el Trabajo por los Derechos Humanos (ULEDH) is a project that coordinated very diverse organizations and institutions assembling around an initiative originally conceived by Services for Life and Reconciliation (SERVIR), one of the group members. Since this project does not really pertain to one institution, coalition, or organization, INCIDENCIA/FAD funded this project trough SERVIR, which acted as the main contact. SERVIR works for community improvement and contributes to the dissemination of the CEH report in Baja Vera-paz, where it is not well known.

The actual members of ULEDH are Asociación SERVIR; Comisión Parroquial de Pastoral Social de Rabinal; four Catholic, cultural and pro-improvement committees of the Rabinal Barrios; and a women's organization of Santa Cruz El Chol.

b) Baseline 2000 and 2001 Targets

ULEDH is in fourth place within the FAD universe, with a total of 23 out of 45, scoring a 6 in the *CEH Recommendations Index* (1), 7 in the *CSO Coordination Index* (2), and 11 in the *HR Reconceptualization Index* (3).

Since ULEDH is a new group of organizations, and great efforts had been expended for its success, expected increases in all indices were targeted for 2001. This is the only member of the universe that had targets in all indices. It was expected to score an overall of 38 by 2001, with targets of 11 in the *CEH Recommendations Index* (1), 12 in the *CSO Coordination Index* (2), and 15 in the *HR Reconceptualization Index* (3).

c) Strategies for Achieving 2001 Targets

As with the other members of FAD's universe, ULEDH's *INCIDENCIA/FAD*-sponsored project was to help the conglomeration reach its 2001 targets. ULEDH's project was "Creating Linkages and Working Together for Human Rights," which involved the development of an integral human rights approach, based on the participant organizations' concrete experience, and objectives to help reconceptualize the Human Rights Movement and to develop an awareness among the population that people must act as agents for their own rights and responsibilities. ULEDH worked on behalf of the community and contributed to the regional dissemination of the relatively unknown CEH report.

ULEDH also participated actively in the Human Rights Movement's Reconceptualization Process, which was expected to increase this scores on this index in 2001.

d) 2001 Target Analysis

ULEDH obtained the highest scores for 2001, with an overall of 41, making it the best in the universe. With a 121.4% achievement of targets and an overall growth of 70.8%, it has by far the best performance of the universe. ULEDH exceeded expected targets under the *CEH Recommendations Index* (1) by 2, and targets in the *CSO Coordination Index* (2) by 1, while hitting its target of 15 in the *HR Reconceptualization Index* (3).

III. Conclusions

A. Fund Results

It is important to note that CSO ratings have increased substantially since the 2000 baseline. In 2000 the organizations ranked an average score of 23.8 points out of 45, increasing to 34 in 2001. Presented as a percentage, the average organization's score increased from 41.0% to 69.4% over the course of the year.

The following table represents the shift in distribution of organizations, according to the overall scores for the baseline to their current scores.

2000 Baseline		2001 Scores	
CSO	Overall	CSO	Overall
Donde..?	9		
CUC	21		
ASECSA	22		
IM	23		
ULEDH	24		
CEIBA	27		
CSM	27		
CONADEHGUA	28		
		ASECSA	31
		CEIBA	31
		IM	31
		CUC	32
		Donde..?	32
ACI	33		
		ACI	37
		CONADEHGUA	37
		CSM	37
		ULEDH	41
Mean	23.8	Mean	34.0

As it can be seen, ULEDH managed to shift from fifth place to first place with an outstanding overall 41, while CSM jumped from third to second with a total of 37, and CONADEHGUA maintained its position at second place, increasing 7 points with a final total of 37.

The three weakest organizations, ASECSA, CEIBA and IM, have a good score of 31, which was higher than almost every group's baseline.

B. Further activities

The Democratic Support Fund ended with the completion of Proyecto INCIDENCIA in September 2001, therefore there is no need to continue monitoring this Results Framework.

The information contained in this report and other materials produced by FAD should serve as a useful resource for the new Human Rights and Reconciliation Program of USAID/G-CAP, as well as other groups interested in strengthening human rights work and democracy in Guatemala.

IV. Appendices

A. *Self-Assessment Instrument*