

DEVELOPMENT OF RURAL WOMEN'S ROLE
IN THE CONSOLIDATION OF DEMOCRACY

(TC-97-01-41)

EXECUTIVE SUMMARY

BENEFICIARIES: Women's organizations in the ZonaPaz region of Guatemala

EXECUTING AGENCY: Asociación "Mujer Vamos Adelante"

AMOUNT AND SOURCE: IDB (Norwegian Fund/WID): US\$1,167,998
Total: US\$1,167,998

TERMS: Implementation period: 36 months
Disbursement period: 40 months

OBJECTIVES: The object of the technical cooperation is to:
(i) increase rural women's participation, individually and in groups, in activities and organizations that seek stronger community input into decision-making, in local official civic bodies, and in municipal governments in 10 ZonaPaz indigenous municipalities that have municipal elections slated for 1999; and (ii) enhance the effectiveness of the work of about 40 female political leaders representing ZonaPaz rural areas in regional and national political forums.

DESCRIPTION: The program will pursue the above objectives by funding institutional strengthening for the executing agency (US\$116,135) and then initiatives at the community, municipal, regional, and central level. The program activities fall into two components:

a. Women as a force in the community (US\$849,659)

This component will finance actions at the community and municipal level, tailored to local preferences and needs. Eligible activities are: (i) support to set up local development boards and municipal councils; (ii) training for rural women in social organization and mobilization, civic participation and rights, building self-esteem, and dialogue, negotiating, and lobbying skills; (iii) arranging legal documents and voter enumeration; and (iv) encouraging women to run in municipal elections and providing support for that process.

b. Women leaders (US\$202,204)

This component will: (i) offer support for women leaders currently holding local or regional political office; (ii) strengthen Mayan women's associations and women's political associations; and (iii) support regional campaigns to encourage rural women leaders to become active in political and other movements. (Social Advancement and the Building of Peace: Action Plan 1996-2000. Planning Department, Guatemala, November 1996)

**THE BANK'S
COUNTRY STRATEGY:**

A focus of the Bank's strategy for Guatemala is to help make the indigenous, poor, and rural population partners in the development process, by way of community participation programs. The strategy for the social sectors includes strengthening of community self-management and heavier community input into decision-making.

**ENVIRONMENTAL AND
SOCIAL REVIEW:**

The Committee on Environment and Social Impact approved the technical-cooperation profile for this operation without comment.

BENEFITS:

The program will further the Guatemalan government's efforts to "heighten the awareness of and strengthen women's civic role, within a framework of justice and equity". It also will help consolidate democracy, as indigenous groups gain a greater say in community and municipal affairs. The implementation approach being proposed will ensure that the program's actions will reach women who are its intended beneficiaries directly and effectively, and the participatory components will enable the processes generated to be self-managed and sustainable.

RISKS:

Participation in the political process might take low priority on the list of concerns of rural women who are living in extreme poverty and devote their energies to day-to-day subsistence. To counter this risk, the program will build operating alliances with agencies and projects that offer services to foster productivity and generate income.

**SPECIAL
CONTRACTUAL
COVENANTS:**

Within three months after the letter of agreement is signed with the Bank, Asociación "Mujer Vamos Adelante" (MVA) must demonstrate that it has (i) assembled a technical team to execute the program, as specified in paragraphs 2.16 and 2.17 of the plan of operations, and (ii) opened an MVA office in Quetzaltenango (see paragraphs 2.15 and 2.16).

SPECIAL CONTRACTUAL CONDITIONS: Up to US\$116,000 of the program resources for the first phase will be released when the technical-cooperation agreement has been signed. Before funds for the second phase can be disbursed, MVA must demonstrate to the Bank's satisfaction that the program technical team has been assembled, an office has been opened in Quetzaltenango (see paragraphs 2.15 to 2.17), and within six months after the start of phase II, a consultant has been hired on terms of reference acceptable to the Bank to develop a mid-term evaluation plan. The evaluation will be conducted 12 months into phase II (see paragraph 4.3).

POVERTY-TARGETING AND SOCIAL-SECTOR CLASSIFICATION: **Geographic targeting:** The poverty map of Guatemala shows the western highlands, including ZonaPaz, to be the poorest region in the country. This is also the area most ravaged by the civil war.

EXCEPTIONS TO BANK POLICY: With the non-objection of the Norwegian Fund for Women in Development, program funds will be used to defray the estimated US\$33,000 cost of renting space for the Quetzaltenango office.

PROCUREMENT: Consultants will be hired in accordance with procedures established by the Bank.

I. BACKGROUND: RURAL WOMEN AND THE SHAPING OF DEMOCRACY

A. The problem: women's participation in the democratic process

- 1.1 Women living in Guatemala's rural ZonaPaz area, 1/ most of them members of indigenous groups, have very little say in local or municipal government, and few of them vote in municipal or national elections. At the national government level, their involvement takes the form of a handful of leaders who hold or run for political office, but whose work to date has had only modest effect. Women's scant participation in the country's political life, in the broadest sense of that term, can be traced to their status in Guatemalan society; the gender roles that society expects women to perform, and social and economic discrimination. 2/
- 1.2 Ironically, it was the upheaval caused by the war that pushed open the first opportunities for women to take a more prominent role in the workings of their communities. The few mechanisms for community participation, cooperation, and communication that managed to survive the dismantling of local social structures did so thanks to the efforts of women and elderly members of communities, both those who "stayed behind" and those who went into exile. Women (particularly those returning from exile) who see themselves as part of the community now are more active and have a stronger voice, but they are not yet leaders – a role still reserved to men.
- 1.3 Though democracy in Guatemala is still a fragile institution, the newly forged peace is opening up avenues for civil-society organizations to take on new economic and political roles. But the efforts to bolster democratic initiatives and public input into local civic authority could leave rural women on the sidelines unless concrete measures are taken to include them in these processes. The challenge now is to find workable ways of helping rural women become full partners in these processes.

B. The status of women in Guatemala

- 1.4 Guatemalan women are worse off than their counterparts in other middle-income countries, and worse off than men. According to national statistics, 25% of adult women form part of the country's economically active population – below the figure of 31% or more posted by other developing countries. Guatemala's fertility rate

1/ Name given to the part of northwest Guatemala to which the government is targeting post-hostilities reconstruction and development efforts.

2/ Mala N. Htun. *Moving Into Power: Expanding Women's Opportunities for Leadership in Latin America and the Caribbean*. IDB, SDS/WID, 1997.

of 5.3 live births for every woman aged 15 to 49 makes it the highest in Central America, the subregional average being 4.3 and the average for middle-income countries, 3.1. Country-wide, 44% of the population over 15 years of age are unable to read or write; but the rate for women generally is 51%, and for indigenous women 70%. The backdrop of this picture is endemic poverty: 62% of the population are poor. 3/

- 1.5 Poor, rural, and indigenous women are isolated, largely confined to their immediate surroundings, poorly educated, and do not speak Spanish. All of these factors - mirroring their status in Guatemalan society - explain why women in this group know less than any of their compatriots about public life, their civil rights, or how they could participate in the workings of local or national government.

C. Women in the peace accords

- 1.6 In the peace agreements Guatemala has recognized the vulnerable situation and powerlessness of rural indigenous women, who run up against discrimination on two fronts - as women and as members of the indigenous population.
- 1.7 In five of the peace agreements the country has pledged to strengthen the participation of women, and of indigenous women particularly, in local and municipal government. The Agreement on Strengthening Civil Authority and the Role of the Military in a Democratic Society calls on the government to: (i) support women's organizations in urban and rural areas; (ii) promote national campaigns and education programs to publicize the rights of rural women; and (iii) foster active involvement in the process of strengthening civilian government. The Agreement on Socioeconomic Issues and the Agrarian Situation contains a commitment to defend and promote the rights of women to organize and be parties to decision-making at the local, regional, and national level.

D. The Bank's strategy for Guatemala

- 1.8 Some focuses of the Bank's strategy for operations with Guatemala in 1997-1998 are: (i) inclusion of the poor, indigenous, and rural populations in the development process, chiefly through community participation programs; and (ii) modernization of the State. 4/ A strategy aim in the social sectors is to bolster community self-management and involvement in local decision-making. 5/ Support is to be given for modernization of the State and strengthening of

3/ Social Programs Division. Guidelines for social-sector strategies. Guatemala (draft). IDB, June 1997.

4/ Country paper, 1996, pp. 19-22.

5/ Social Programs Division. Guidelines for social-sector strategies. Guatemala (draft). IDB, June 1997.

civil society. 6/ The program described in this plan of operations is fully in line with these strategies, and the planned activities will help put them into practice.

- 1.9 The Bank is supporting civil-society initiatives in Guatemala, among them the first meeting of the Assembly of Civil Society. The Bank convened a meeting of the Donors Consultative Group in which the Guatemalan government presented its post-war development program. Bank funding has been made available for the "Community Development for Peace" project (GU-0009). The program proposed herein will bolster those initiatives, affording opportunities for rural and indigenous women to join in civic participation and political processes and help strengthen local civil authority.
- 1.10 Gender considerations are not a frill when a country is building a democracy. Women's activism has been pivotal in democratic movements in Latin America, from Chile to the Dominican Republic. Empowering women very often means strengthening the forces that are backing transition to firmly rooted democracies. Rights, inclusion, representation, and participation are synonymous with gender equity in societies in which women's organizations are helping to redefine democracy. 7/ The Bank recognizes that gender equality is a core principle of social processes such as community development and the strengthening of local civil power and civil society.

II. THE PROGRAM

A. Objective

- 2.1 The purpose of the program is to help make rural women full partners in the local and regional political processes that are consolidating democracy in Guatemala. Its specific objectives are to: (i) increase rural women's participation, individually and in groups, in community decision-making, local civil authority, and municipal governments in 10 municipalities that are home to large concentrations of indigenous groups and have municipal elections slated for 1999; and (ii) enhance the effectiveness of the work of approximately 40 female political leaders representing rural areas of ZonaPaz in regional and national political forums, including the Guatemalan Congress.
- 2.2 The program's strategy to attain these objectives will be to: (i) empower rural women as full-fledged members of the citizenry, to gain a say in the day-to-day political life of their

6/ Frame of reference for Bank action in programs for modernization of the State and strengthening of civil society. 1996.

7/ Htun, 1997.

communities; (ii) empower a group of female rural political leaders, so their political efforts can be more effective; and (iii) create an enabling environment for stronger political participation by both groups of women.

- 2.3 The program funds will be used for community, municipal, regional, and central-level actions spread over three years, that take due account of local preferences and needs. These actions will build on initiatives already under way to foster local public participation and support women's political participation projects. Measures that can help rural women move into the mainstream political process will have priority over those that would create separate, independent outlets for women's political involvement.
- 2.4 The program will have two concurrent components, one in pursuit of each of its objectives. The "Women as a force in the community" component will address the first objective, providing funding for community and municipal actions in the 10 selected ZonaPaz communities. The second component is "Women leaders"; to fulfill the program's second objective, it will defray the cost of activities in the ZonaPaz region or at the central level, and will support the work of approximately 40 female leaders representing rural women and their action projects, including lobbying efforts to encourage more rural women to become involved in politics.

B. Component 1: Women as a force in the community (US\$849,659)

- 2.5 The aim of the program activities planned for the community and municipal level will be to empower rural women for day-to-day political action, for instance: (i) affording support for the formation of community groups that will give public input into local civil government affairs and to train group members in democratic values and gender equity at specific levels of political action; (ii) arranging of documents and voter enumeration of women, and encouraging women to vote; and (iii) financial support for women to take part in town meetings, municipal government forums, coordination and lobbying outside the community, and regional and national solidarity networks and events.

C. Component 2: Women leaders (US\$202,204)

- 2.6 Two types of initiatives will be funded under this component: processes to make the work of female leaders more effective in bringing rural women into the political process, and activities involving promotion, lobbying, advocacy, and social mobilization with public and private organizations that influence civic participation processes in the political sphere.
- 2.7 The principle underpinning the menu of actions for this component is the empowerment of female leaders to move them into the political mainstream, for instance: (i) establishing mentor relationships between female leaders and young women who are in a

formative period; (ii) institutional strengthening of groups that can advocate for greater political participation by rural women, plus concrete actions seeking specific outputs and outcomes; and (iii) support for participation in national political movements and civic affairs.

D. Expected outcomes

- 2.8 The expected outcomes of the first component are as follows: (i) in at least five communities in each of 10 municipalities, at least one organized women's group will have participated, with voting rights, in community decision-making on matters of socioeconomic development and the exercise of local authority, including the creation and operation of community public-input groups; (ii) in each municipal seat, at least one group of women from each community will have had a say - with a vote - in municipal government budget decisions, allocation of other resources and/or the multiyear municipal plan; (iii) in each municipality, an increase of at least 20% in numbers of women voting in the most recent municipal elections; (iv) in each municipality, at least one female adjutant mayor appointed by the mayor; (v) in each municipality, at least one woman serving as a technical officer in the municipality; and (vi) in each municipality, at least one woman working in the Municipal Technical Unit.
- 2.9 The outcomes sought with the second component are as follows: (i) at least 35 female leaders have implemented annual work plans involving lobbying components and direct constituency work; (ii) at least 30 female leaders have built mentorship relationships with young leaders; (iii) at least 25 female leaders are doing lobbying work with at least one organization; and (iv) at least 20 female leaders have achieved their own objectives, according to their work plans or those of their respective organizations.

E. Organization and implementation

- 2.10 The program will be implemented in two phases: (i) institutional strengthening of the lead executing agency, and (ii) the components "Women as a force in the community" and "Women leaders". The strengthening activities for the first phase, lasting six months, will focus on administration, accounting, and infrastructure of the lead executing agency, including the setup of the program team. The second phase will last 30 months.

Table 1
PROGRAM IMPLEMENTATION DESIGN

Phase I (6 months) Institution-strengthening		Phase II (30 months) - Implementation Women as a force in the community - Women leaders	
	Months 1 — 6	Months 7 — 12	Months 13 — 36
Phase I			
Phase II			
Component 1			
Component 2			

1. Phase I: Institution-strengthening (US\$116,135)
- 2.11 The lead executing agency will be Asociación "Mujer Vamos Adelante" (MVA), a Guatemalan national nongovernmental organization (NGO). In response to the donor government's request that a Guatemalan agency execute the program, the Bank conducted a prequalification process and solicited proposals from five Guatemalan NGOs. Proposals were submitted and the lead implementing agency was chosen following Bank procedures.
- 2.12 MVA is a private, not-for-profit association of professional women from a number of disciplines, whose mission is the general and social advancement of Guatemalans, and specifically of women hitherto excluded from civic participation. The association was founded in 1992 and gained legal status in 1996. The Guatemalan government has cleared the selection of MVA as executing agency for the proposed program.
- 2.13 MVA's first venture was a "Human Rights Promotion" project for K'iches and Kaqchikeles women, supported by Fundación Arias para la Paz, Progreso Humano, and the Netherlands. In 1995, MVA launched the project "Dissemination and Training in Labor Rights in Mayan Languages" for the Ministry of Labor and Welfare, with USAID backing. It has trained approximately 900 community legal workers, most of them Mayan women, who are now local leaders and trainers.
- 2.14 To assure that the program is soundly administered, during this institution-strengthening phase the Bank will provide support for consulting services for MVA, training, development of operating manuals, the adoption of new procedures, and some equipment purchases. The first step in this phase will be to hire and assemble the technical and financial-administration team for the program. The institution-strengthening component will last six months, and will receive about 10% of the funds available.
- 2.15 Specific elements of the planned institution-strengthening are: (i) opening of a regional office in the area of the influence of the program's first component; (ii) strengthening of the

institutional administrative-financial system and training in its operation; (iii) procuring and installing computer hardware and software; (iv) purchasing office and communications equipment and supplies; (v) training in Bank procedures; (vi) setup of procurement systems satisfactory to the Bank; and (vii) updating in local participation projects and strengthening of monitoring and evaluation. An expert in administrative and financial systems will be hired to develop internal management systems and help develop procedures.

- 2.16 The program will be managed from an MVA regional office to be set up in Quetzaltenango, in the heart of the ZonaPaz region. The following persons, all of them women, will comprise the program technical team in MVA: the program's general manager, who will have overall responsibility for program operations, finances, and reporting on the two operational components, and will coordinate the first component ("Women as a force in the community"); an administrative and financial officer, of Mayan origin, to be in charge of accounting and finances for both components, including training and supervision of specific community and municipal projects; and three Mayan women as field officers, to directly monitor and supervise community and municipal projects. MVA's current training officer, an MVA board member, will be the program's general manager and coordinate this component.
- 2.17 The program team will also have a second coordinator, to manage and implement the "Women leaders" component. She will work out of MVA headquarters in Guatemala City, dividing her time between regional and central-level activities, and reporting to the program manager. The MVA's political participation and legal affairs specialist will serve as this second coordinator. All of the team members will work full-time on the program.
- 2.18 In the course of phase I, as part of the institution-strengthening plan, MVA will complete the following tasks in preparation for phase II: (i) finalize criteria and select, at most, 10 municipalities for the "Women as a force in the community" component; (ii) draw up a list of regional and local organizations that might wish to prequalify to be co-executing agencies for that component; (iii) design and plan activities to publicize the program; and (iv) write an operating and procedures manual for the program. The Bank's non-objection will be sought for selection of the 10 municipalities and for the operating manual.
- 2.19 Some of the selection criteria for municipalities for the first component are as follows: (i) over 75% of the population must be Mayan; (ii) there must be prospects for linkages with production projects or local participatory development projects, for instance, municipalities that are taking part in the "Community Development for Peace" program; (iii) there must be community groups and/or regional NGOs capable of serving as co-executing agencies; and

(iv) they may not be among the municipalities with most widespread rural poverty according to the poverty map used by the government.

- 2.20 As the institution-strengthening phase draws to a close, and before funds will be released for the operational phase, MVA will provide the Bank with a report showing that the technical team has been assembled and an office has been opened in Quetzaltenango.

2. Phase II: Implementation of the "Women as a force in the community" component

- 2.21 Under this component, the program will provide small grants of about US\$50,000 a year to a maximum of five organizations that will work directly with the community in implementing the planned actions. MVA will take receipt of and manage the Bank's funds, and will disburse monies to the aforesaid organizations (the co-executing agencies). These will be local and regional organizations that will apply for program funds via an open, transparent, impartial competition. Selection criteria and procedures for choosing co-executing agencies will be set out in the operating manual that is to be produced during phase I and cleared by the Bank. It is expected that indigenous organizations will be prominently involved in this second phase.
- 2.22 Eligibility conditions for an organization to take part in the component are as follows: (i) it must be regionally or locally based or be an umbrella group for local organizations, representing or providing services to rural communities in ZonaPaz that have to do with citizen participation in local civil government affairs; national NGOs that are working actively in the program area and know it well will also be considered; (ii) the organization must demonstrate recent experience (in the past two years) in projects whose aims are in line with the program objectives; (iii) it must demonstrate that it has capacity and experience in building a gender dimension into civic participation projects and in encouraging women to be part of these processes; (iv) it must have people on staff who speak the indigenous language of the district in question; (v) it must satisfy the minimum legal requisites to execute formal agreements with MVA, open bank accounts, and be audited by external auditors; (vi) it must furnish counterpart resources, in cash or in kind, for the project; and (vii) it may not be a political party or be formally affiliated with any political party.
- 2.23 The MVA team will produce a document explaining the content and objectives of the program and the component and the underlying principles, criteria and procedures for the competition for funding, specific guidelines for preparing proposals and other required documents. The Bank's non-objection will be sought for this document and the competition outcome. The Bank may, at its discretion, send an external observer to monitor the competition process and awarding of grants.

- 2.24 MVA will draft working agreements with the selected co-executing agencies. The form of contract must be cleared by the financial officer in the Bank's Country Office in Guatemala.
- 2.25 MVA will supervise the implementation of projects, manage and coordinate the financial elements of this component to the Bank's satisfaction, and provide technical and financial assistance.
- 2.26 To ensure solid supervisory control, MVA will work with a maximum of five co-executing agencies at any one time. Some of these agencies will have the institutional capacity and experience to be able to work in more than one municipality. Others may be groupings of grass-roots organizations that come together to cover two or more municipalities.

3. Phase II: "Women leaders" component

- 2.27 The lead executing agency (MVA) will have direct responsibility for implementing this component. It will appoint a coordinator for the component to head up the activities involving women leaders and direct lobbying work with political organizations and government agencies. The coordinator will divide her time between the regional activities planned for ZonaPaz and work at the central level. A field officer will provide support for the regional activities.

(i) Women's leadership training

- 2.28 The community and regional activities in the first component will be a vehicle for identifying female leaders and potential leaders who might take part in the second component. The second-component coordinator will train the field team that will work with co-executing agencies in that component, and teams from the co-executing agencies, in identifying candidates.
- 2.29 The coordinator of this component will draw up a profile of rural leaders to be selected, with the following features: (i) women who are leaders, whether in a formal capacity or informally, who can speak for and are capable of eliciting the interest and participation of rural and indigenous women from the first-component municipalities and other nearby municipalities; (ii) women who are active in the field of political participation of indigenous, rural, and/or women's groups; and (iii) women who are associated or involved with political action organizations. Priority candidates would be women appointed by mayors as adjunct mayors, and women who win office in the 1999 elections.
- 2.30 After assessing training and support needs with input from the rural leaders selected, the coordinator will prepare a detailed work plan of training activities and support for them, which will be forwarded to the Bank for its non-objection. Among other elements, the plan will include support and training for female

Municipal Technical Unit officers and women in community civic-involvement groups.

- 2.31 Training events for the rural leaders will be designed drawing on the experience of international organizations like the U.S. League of Women Voters and the USAID-funded "Women and Democratic Participation" project carried through in Latin America by the Chilean organization "Corporación Participa". The RE2/SO2 regional gender specialist, who is based at the Bank's Country Office in Guatemala, will compile information and literature on these systematic experiences and make the materials available to MVA. This information bank is already being put together.
- 2.32 The training offered to rural leaders is expected to address such issues as: (i) assertiveness training for decision-making and the exercise of power; (ii) citizen rights and democratic participation with a gender focus; (iii) development of lobbying, advocacy, dialogue, and negotiating skills for dealings with, *inter alia*, local, municipal, departmental, and national authorities and the executive committees of political parties; (iv) finding and raising funds to finance political campaigns; (v) organization and strategic planning; (vi) communications, specifically media access and use; (vii) framing and implementation of political agendas and campaign platforms that address the concerns, proposals, and demands of female constituents; (viii) effective techniques for proposing these platforms to authorities and decision-making circles, such as the National Congress; (ix) the mentorship model to train young leaders; and (x) periodic political forums with the participation of regional and national political officials.

(ii) Lobbying and political action

- 2.33 Concurrently with the leadership training, the coordinator of this component will start a systematic exploration of lobbying opportunities at the regional and central level, with an examination of the parties involved and projects and actions already under way, and identifying political and governmental organizations to which lobbying efforts are or should be targeted and some of the issues needing attention. Contacts will be made with organizations that are already active in political lobbying for women's participation. These preliminary activities will serve as input for the leaders' work plans.
- 2.34 After receiving training, the leaders may compete for funding under this component to carry through their work plans, including lobbying efforts. The coordinator will devise procedures and criteria for the competition and seek the Bank's non-objection.
- 2.35 The leaders' lobbying actions and other work will be carried out at the central level with counterparts from government, NGOs, and political parties, and lobby groups, and regionally with departmental and regional governments and political groups. The

advocacy and lobbying activities will foster women's access to mainstream political power, and expedite the work of rural leaders, with organizations like Foro Nacional de la Mujer, Women's Committees in the National Congress and Central American Parliament, Foro de Mujeres de Partidos Políticos, and Asociación Nacional de Alcaldes Municipales. The coordinator of the component will also lobby for the program and share in efforts to encourage rural women to vote and otherwise become involved in the political process.

- 2.36 Another facet of these female leaders' work will be support for draft legislation to set up development boards in which rural women would take part. The possibility will also be explored of helping to advance the quota law for political parties and elections. There is solid evidence from Argentina and Brazil that this can be a short-term approach to tackle the problem of scant access by women to elected office and political power. 8/

F. Coordination

- 2.37 The program's two components complement each other, their common thread being the identification, selection, and work of female leaders. There thus will have to be good communications between them, and close coordination. The project manager will arrange periodic meetings of the team and review its members' work plans, in concert with the second-component coordinator. Since the MVA program team will be quite small and MVA has a tradition of consultation and internal cooperation, no other formal internal coordination measures are considered necessary.
- 2.38 Through the program's two components - Women as a force in the community and Women leaders - MVA will devise strategic coordination ties with projects and agencies that can provide basic services and support for productive activities. MVA will expedite and nurture contacts with such projects and agencies on the part of the co-executing agencies, community groups, and female leaders, to give the women targeted by the program broader access to technical and financial services that address their immediate needs. At this writing there are a number of government-run and nongovernmental projects under way in the ZonaPaz region that are seeking to improve the living conditions of the poor. The type of community and municipal actions MVA will generate will be more effective if they are supplemented by activities designed to boost rural women's productivity. Starting points for the aforementioned coordination will be three Bank-funded projects currently under way in the country: the Social Investment Fund (GU-0071), the Community Development for Peace project (GU-0099), and the project to promote private-sector participation in technical training in rural areas (ATN/MH-5736). The coordinator of the program's second component

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will be responsible for these coordination arrangements, with assistance from the social specialists in the Bank's Country Office in Guatemala.

G. Communication, supervision, and monitoring

- 2.39 The chairwoman of the MVA's board of directors will be the Bank's point of contact for all official communications. The Bank's Country Office in Guatemala and the program manager's office in Quetzaltenango will be in direct contact for matters pertaining to supervision and monitoring, including financial elements, and will keep the board chair apprised. MVA will set up in-house procedures for inter-office communications, information-sharing, and supervision.
- 2.40 On the Bank's side, technical supervision of the program will fall to RE2/SO2. Disbursement requests will be reviewed by the Country Office social specialist. That officer will be supported by the RE2/SO2 regional gender specialist based in the Country Office in Guatemala.
- 2.41 This team will periodically, and at its discretion, visit MVA regional headquarters and view the co-executing agencies' work in the field. It may, when it deems fit, invite other technical experts and Bank officials from Headquarters and the Country Office to accompany team members on field visits. The purpose of these visits will be to track compliance with benchmarks for each community or municipal project. One element of each project's work plan will be a logical framework, showing benchmarks and means of verification. Aide-mémoires will be drawn up with MVA.

H. Cost and financing

- 2.42 The program will be funded by a special grant from the Government of Norway to the Government of Guatemala, by intermediary of the Bank. The donor government has pledged 14 million Norwegian kroner (approximately US\$2.2 million) in nonreimbursable funding, to be disbursed within five years. Of that sum, 7.6 million kroner has been transferred to the Bank via the Norwegian Fund for Women in Development; the dollar equivalent on the transfer date was US\$1,168,000. The Norwegian government will transfer the balance of its pledged funds when it deems appropriate, after the program gets under way. The program has been scaled on the basis of the funds now available to the Bank (about half the commitment for the operation). The program will be adjusted when the balance of the funds has been transferred and a mid-term review has shown the merits of extending the operation.
- 2.43 The total cost of the program will be US\$1,168,000. The Bank's contribution will be the total sum received via the Norwegian Fund for Women in Development. The MVA counterpart will be in kind, in

the form of the time of the association's executive director and support staff, and use of MVA headquarters premises.

Table 2
COST SUMMARY BY PROGRAM PHASE, EXPENDITURE ITEM, AND YEAR OF OUTLAY
(US\$)

Phase / Cost item	Year 1	Year 2	Year 3	Subtotal	% of total
PHASE I					
Fees	52,735			52,735	
Per diems	4,600			4,600	
Equipment and maintenance	40,100			40,100	
Advisory services	7,500			7,500	
Communication and publicity	4,500			4,500	
Rent, utilities	6,700			6,700	
Phase I subtotal	116,135			116,135	10%
PHASE II, COMPONENT 1					
Fees	48,100	96,133	96,134	240,367	
Per diems	6,600	13,100	13,134	32,834	
Advisory support and evaluation	3,400	10,000		13,400	
Audits	4,000			4,000	
Rent, utilities	5,000	10,250	10,500	25,750	
Subtotal, direct costs	67,100	129,483	119,768	316,351	
Overhead (8%)	5,368	10,359	9,581	25,308	
Co-executing agencies	90,000	200,000	218,000	508,000	
Phase II, Comp. 1 subtotal	162,468	339,842	347,349	849,659	73%
PHASE II, COMPONENT 2					
Fees	22,160	44,333	44,333	110,826	
Per diems	2,700	5,400	4,700	12,800	
Advisory support		5,000		5,000	
Leadership activities	10,000	18,300	18,300	46,600	
Lobbying		7,000	5,000	12,000	
Subtotal, direct costs	34,860	80,033	72,333	187,226	
Overhead (8%)	2,789	6,403	5,787	14,978	
Phase II, Comp. 2 subtotal	37,649	86,436	78,120	202,204	17%
GRAND TOTAL				1,167,998	

I. Implementation and disbursement periods

- 2.44 The program will be implemented over 36 months – six months for initial institution-strengthening and 30 months for the operational components. Program funds will be disbursed over 40 months.
- 2.45 The Bank will advance funds as MVA requests them, in accordance with program needs. With every disbursement request MVA will report on benchmark attainment in the previous period. Every disbursement request for equipment procurement during the first phase of the program must be accompanied by the equipment specifications and three offers.
- 2.46 The Country Office social-sector specialist and financial specialist will be responsible for disbursements. The social specialist will review the technical content of each request (including procurement and contracting procedures), in consultation with the regional gender specialist. The financial specialist will review the financial and accounting elements of the request (presentation format, exchange rate, expenditure item, supporting documents, etc.), approve the request, and ask Headquarters to transfer the funds. In its disbursements to co-executing agencies, MVA will follow similar procedures, though the Bank will not approve those disbursements directly.
- 2.47 The first funds will be released when the conditions precedent have been fulfilled in accordance with Bank procedures.

J. Reports

- 2.48 For purposes of monitoring the program activities, MVA will furnish the following reports to the Country Office: (i) an account of work accomplished in the first phase, showing compliance with the institution-strengthening requirements; (ii) baseline report for evaluation of the "Women as a force in the community" component; (iii) work plans, as described elsewhere in this proposal; (iv) progress reports, signaling benchmarks attained in the two program components; (v) annual auditors' reports; and (vi) mid-term evaluation report.
- 2.49 The Bank will furnish reports to the Government of Norway as agreed in the letter of understanding.

III. BENEFITS AND RISKS

A. Benefits

- 3.1 The proposed program will help strengthen the role of rural women in the consolidation of democracy, largely at the community and

municipal level. At those levels it will benefit at least 1,800 young women living in rural communities in which the war took a toll. Both as individuals and in groups they will gain a greater say in local political affairs and play a more active role in decision-making and the workings of government.

- 3.2 At the regional and central level, the program's second component will bolster the work of about 40 female leaders who represent rural women, to help make them more effective political leaders.
- 3.3 The strategy devised for the program's implementation will ensure that the activities it funds will reach the women who are its intended beneficiaries directly and effectively. Moreover, the fact that most of the program activities will be managed by the beneficiaries themselves will help assure that the processes generated are participatory, self-directed, and sustainable.
- 3.4 Lastly, the program will further the Guatemalan government's efforts to "heighten the awareness of and strengthen women's civic role, within a framework of justice and equity, to do away with discrimination in the country's laws and in society at large." 9/

B. Risks

- 3.5 Participation in the political process might take low priority on the list of concerns of the target group of women, who are living in extreme, chronic poverty and must devote their energies to day-to-day subsistence. To counter this risk, the program will develop operating alliances with agencies and projects (among them the Community Development for Peace project) that offer services to foster productivity and generate income.
- 3.6 As the peace process becomes entrenched, opportunities for women's participation could recede as traditional communities struggle to rebuild their social and cultural patrimony and the dominant society tries to impose its ideas as to what constitutes proper public comportment for women. The proposed program intends to strengthen processes that would counter those trends.

IV. MONITORING AND EVALUATION

- 4.1 MVA will construct a baseline with benchmarks to measure political participation by the target group in municipalities in which the

9/ *Desarrollo Social y Construcción de la Paz: Plan de Acción 1996-2000* [Social Advancement and the Building of Peace: Action Plan 1996-2000]. Planning Department, Guatemala. November 1996.

"Women as a force in the community" component will be carried out. This will be done using data already gathered, available from secondary sources such as the Electoral Tribunal, political parties, and the municipalities themselves. The reliability of sources will be assessed before their data are used and, if necessary, primary data will be collected from carefully selected sources.

- 4.2 At the beginning of the second phase of the program, MVA, in consultation with the co-executing agencies and the Bank and with assistance from a (female) consultant if needed, will construct indicators for women's political participation to be used in assessing the program's outcome, with logical relationships between the two (see chapter II.D).
- 4.3 MVA will commission outside evaluation services for a mid-term review, which will have process and impact components; the evaluation will be done 12 months into phase II. However, within six months after the start of phase II, MVA must engage a consultant, with terms of reference acceptable to the Bank, to produce a plan for the mid-term evaluation.
- 4.4 If funds are available, the Bank (Evaluation Office) may do an impact evaluation six months after the program ends.

LOGICAL FRAMEWORK

	Verifiable Indicators	Means of verification	Key assumptions
Goal Gender equity in political processes that are consolidating democracy			
Purpose			
Develop rural women's capacity for political participation and leadership	<ol style="list-style-type: none"> 1. By the end of the program, in five communities in each of the 10 municipalities, women's organizations have a say in decision-making in local development boards and municipal corporations, regarding municipal biannual planning and budget execution (component I) 2. By the end of the program, 35 leaders have put their work plans (with lobbying elements) into practice; 30 are mentors; 25 are doing lobbying work; 20 have achieved organizational objectives (component II) 	<ol style="list-style-type: none"> 1. Census records in the 10 municipalities 2. Voter enumeration records 1. Voters lists 2. Population censuses 3. National Development Plan 	The government continues to pursue the policies set out in the peace accords and National Development Plan.
Outputs/Outcomes			
<ol style="list-style-type: none"> 1. Institutional strengthening of Asociación "Mujer Vamos Adelante" 2. More rural women involved in community affairs 	<ol style="list-style-type: none"> 1.1 In six months: <ol style="list-style-type: none"> a. National executing unit strengthened b. Regional office operating c. MVA trained in IDB procedures d. MVA institutionally stronger e. Work team formed f. Implementation - regional headquarters g. Municipalities selected h. Co-executing agencies selected i. Operating manuals produced 2.1 By the year 2000, in 10 ZonaPaz municipalities: <ol style="list-style-type: none"> a. 25% increase in numbers of rural women on census rolls and voter lists b. 25% increase in number of women voting in elections c. one woman employed in each Municipal Technical Unit d. one women on each Local Development Board e. 1,800 young rural women actively involved in politics 	<ol style="list-style-type: none"> 1.1 Records: <ol style="list-style-type: none"> a. of contracts b. of procurement c. accounting d. phase completion report 1. Municipal records 2. Municipal Development Board records 3. Voter records in voting list 4. Program progress reports 	<p>There are communities and women interested in gaining a say in socioeconomic processes.</p> <p>There is no political opposition to efforts to encourage rural women's participation in politics.</p>
3. Rural women leaders groups exercising political power	<ol style="list-style-type: none"> 3.1 By the year 2000 in 10 ZonaPaz municipalities: <ol style="list-style-type: none"> a. 40 leaders have achieved their and their organizations' objectives b. 40 rural women are effective political leaders c. gender awareness instilled in 25% of officials on development boards, municipal corporations and in the National Congress 	<ol style="list-style-type: none"> 3.1 Reports: <ol style="list-style-type: none"> a. on program progress b. final c. external evaluation d. IDB gender expert 	There is no political opposition to efforts to encourage rural women's participation in politics.

DRAFT RESOLUTION

GUATEMALA. NONREIMBURSABLE TECHNICAL COOPERATION FOR A PROGRAM
TO DEVELOP THE ROLE OF RURAL WOMEN IN THE
CONSOLIDATION OF DEMOCRACY.

The Board of Executive Directors

RESOLVES:

1. That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank as administrator of the Norwegian Fund for Women in Development, to enter into such agreement or agreements as may be necessary with the Republic of Guatemala and to adopt such other measures as may be pertinent to cooperate in the financing of a program to develop the role of rural women in the consolidation of democracy, referred to in Document AT-_____.
2. That up to the sum of US\$1,167,998 is authorized for the purposes of this Resolution, chargeable to the resources of the Norwegian Fund for Women in Development.
3. That the above-mentioned sum is to be provided on a nonreimbursable basis.