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**Draft country programme document for Guatemala  
(2005-2008)\***

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\* The collection of data required to present the Executive Board with the most current information has delayed submission of the present document.

## Introduction

1. This first draft country programme document for Guatemala was prepared using contributions from the Government, civil society and the bodies, funds and programmes of the United Nations system. The common country assessment and the progress made towards achieving the Millennium Development Goals have been taken as a basis for determining impacts and results, in accordance with the United Nations Development Assistance Framework (UNDAF) agreed on with the Government.

### I. Situation analysis

2. According to National Institute of Statistics projections for 2003, based on the 2002 census, Guatemala has a population of 12,087,014, most of which is poor, rural, young and indigenous.

3. The indigenous population, principally Xincas, Garifunas and Mayas, with a large majority of Mayas, accounts for 41 per cent of the total. However, this percentage varies widely according to subregion and is found mostly in the northern and western parts of the country. Twenty-three languages are spoken in Guatemala, but only Spanish is recognized as the official language.

4. In 2002 the gross domestic product (GDP) was \$23.252 million. Of this, 37.7 per cent represents the services sector, 24.8 per cent trade, 24.4 per cent agriculture, 12.8 per cent manufacturing and 2.3 per cent other sectors. In 2002 exports totalled \$2.227 million and imports \$6.078 million. The negative net exports position was partly offset by the remittances of more than 1 million Guatemalans living abroad, which account for 8 per cent of the gross domestic product (GDP). In recent years macroeconomic policies have been successful in controlling inflation (6.3 per cent) and the exchange rates, and have generated large monetary reserves.

5. The net primary school enrolment rate rose from 72 per cent in 1991 to 84 per cent in 2000. During the same period, the school enrolment ratio of boys to girls at the primary and secondary levels rose from 0.88 to 0.92. The literacy rate (15-to-24 age group) rose from 75 per cent in 1994 to 82 per cent in 2002. The infant mortality rate dropped from 79 to 44 per 1,000 live births between 1987 and 2002 and the maternal mortality rate dropped from 219 to 153 per 100,000 live births between 1989 and 2000.

6. Despite these achievements, Guatemala's 2000 progress report on the achievement of the Millennium Development Goals<sup>1</sup> indicates that the coffee crisis and the 2001 drought were factors in the economic and social decline. They also had the effect of curbing and even reversing achievements made during the 1990s. Extreme poverty increased by 5 per cent between 2000 and 2002, to 21 per cent. The figure is as high as 31 per cent in rural areas.<sup>2</sup> Under these circumstances, the school dropout rate has increased at all levels, especially in the basic and diversified cycles. During the same period, the repeat rate at the primary school level did not change. For every 10 children entering school, less than 3 reach the sixth grade.

7. There is a constant ratio between the highest poverty indices and the areas with a majority of indigenous inhabitants, who have historically been excluded and exploited.

8. Guatemala is generally characterized by a high concentration of wealth, with 20 per cent of the population receiving 64 per cent of income. With a Gini coefficient of 58.3, Guatemala is in second place among the countries of Latin America in terms of level of inequality. The situation is even worse when the ratio of income between the first and tenth income deciles is considered: 63.3.<sup>3</sup> Similarly, the country has one of the lowest human development indices in the continent (0.649).

9. According to recent projections, attaining the Millennium Development Goal of reducing extreme poverty to half the 1990s level by 2015 would require both an annual growth rate equivalent to 2.5 per cent of GDP and a 6 per cent decrease in equality.<sup>4</sup>

10. The common country assessment (CCA) for Guatemala sets the goal of a complex transition towards an equitable, participatory society that respects human rights, leading to achievement of the Millennium Development Goals, sustainable human development and the consolidation of peace.

11. To carry through such a transition, a virtuous circle must be established: better conditions for democratic governance which will make possible the full development of the country's human potential and create a climate of trust conducive to the modernization and diversification of the economic system, balancing competitiveness in the world market with respect for labour standards, equity and environmental sustainability, in a multicultural context.

12. One of the most tragic legacies of the internal armed conflict has been the breakdown of the social fabric and a divisive and contentious dynamic both throughout society and in relations with the government. In addition, the repression and the systematic elimination of the leadership, together with the fragility of State institutions, have left deep wounds that can still be seen in a high level of impunity and poor citizen participation in the country's political and social life.

13. Under these circumstances, the persistent discrimination, in various forms and for various reasons (ethnic, cultural, gender, political, sexual orientation, etc.) continues to worsen the atmosphere of mistrust throughout society and of frustration towards a State that is still seriously deficient in its ability to guarantee fundamental rights.

14. Any sociopolitical and economical analysis of the country must take into account Guatemala's multiethnic, multicultural and multilingual nature. Consolidation of peace and human development may be found by striking a balance between two basic variables: one that is ethnic and cultural, and another that is economic and social. In other words, the crux of the problem lies in the recognition of and respect for diverse cultural identities, and in social justice.

15. This situation requires large-scale social and physical investment and a series of structural reforms, particularly as regards the tax system, the administration of justice, human security, the educational system, deconcentration of power and decentralization of the public administration.

## II. Past cooperation and lessons learned

16. UNDP has been supporting the establishment and consolidation of peace in Guatemala for nearly 20 years. According to an independent evaluation, the UNDP programme is “an effective model for United Nations involvement in countries experiencing post-conflict transition.”<sup>5</sup>

17. During this period UNDP has provided technical and financial advisory assistance and has played an important role as mediator and partner of the Government and civil society in their development processes. Its efforts have focused on facilitating the main processes of transition towards the full exercise of peace and democracy, from the human development standpoint, as follows:

- (a) Inputs to the peace negotiations from 1986 onwards;
- (b) Contributions to the demobilization and social and economic reintegration of the former guerrilla combatants;
- (c) Support for institutions set out under the peace process and for the national reconciliation process, including, among other initiatives, psychosocial treatment of victims of the armed conflict and the study and formulation of proposals for solutions to agrarian conflicts;
- (d) Recognition of the rights and cultural identity of indigenous populations, and encouraging respect for and validation of their specific cultural practices, in the framework of ILO Convention No. 169 and the AIDPI.<sup>6</sup> In this context, UNDP has conducted several initiatives, for example the *Q'anil* project, to help train leaders and political and administrative managers from different indigenous groups, who currently occupy important positions in private and State enterprises and in bodies of the United Nations system;
- (e) Support for the process of reforming and modernizing the State, with special attention to the justice system and strengthening of the rule of law. UNDP helped establish and strengthen the peace tribunals and public defender's offices specially devoted to indigenous people;
- (f) Reconstitution of the social fabric and growth of economic activity at the local level. The recently adopted Development Councils Act and the reform of the Municipal Code use some inputs gained from the experience of UNDP programmes, for example the participatory methodologies used in preparing the Municipal Development Plans. Similarly, the local economic development agencies (ADEL) put forward strategies for local development;
- (g) Encouragement of responsible citizenship through the strengthening of civil society organizations and incentives and support for democratic dialogue within representative and consultative bodies. The Intersectoral Dialogue Committees, which were supported by the previous administration (2000-2004) and to which the new Government has continued to provide support in their capacity as official consultative bodies, are important results that stand as examples of the initiatives' sustainability. Similarly, the Shared National Agenda, which receives technical and financial support from UNDP, continues to be an important reference in the country's parliamentary debate, as a product of the multiparty dialogue process which receives technical and financial support from UNDP;

(h) The systematic production of information and statistical studies on the national situation through the National Human Development report, which is in its sixth edition and is an important element for understanding and giving visibility to the problems and challenges the country is facing and evaluating them over time.

18. The following are the main lessons to be learned from this experience:

(a) it is necessary to adopt a historical perspective focusing on mid- and long-term and policies and programmes, rather than isolated projects;

(b) the establishment and coordination of strategic alliances should be encouraged, in order to put this practice into focus by creating synergies between the different national and international agents. Similarly, monitoring and evaluation systems are needed in order to draw conclusions concerning the efficiency and effectiveness of the implementation of each project;

(c) the technical and political adaptation of these processes by national agents must be strengthened if sustainability and effectiveness are to be achieved. In this context, close and ongoing cooperation with the three branches of government and with governmental bodies responsible for planning and implementing public policies is indispensable, as is the active involvement of civil society in a harmonious relationship with the Government;

(d) a higher degree of coordination and complementarity is needed in the United Nations system and in the international community in general;

(e) a more dynamic role should be established for UNDP, with proposals for alternative models for productive economic development.

### **III. Proposed programme**

19. Where UNDP can add value is in the area of high-level advice on policies and strategies, based on its capacity to accumulate and process the knowledge gathered and socially disseminated through its international networks.

20. The primary focus of the proposed programme is to support the country in the consolidation of peace and democracy as prerequisites for human development and the achievement of the Millennium Development Goals.

21. The UNDP contribution will be directed both towards assisting and supporting the Government's priority reforms consistent with the Peace Agreements and human development principles and towards fostering and strengthening forums for dialogue, mechanisms for consensus-building and the capacity for civic awareness and participation leading to a stronger democracy and the full realization of the rule of law.

22. The various areas of work can be categorized in terms of the five intended UNDAF outcomes, which are in harmony with national priorities, the Millennium Development Goals, the Peace Agreements and the strategic institutional objectives defined in the multi-year funding framework.

The results and resources framework that appears in the annex shows the expected programme outcomes and results, together with the reference baselines and goals.

23. **UNDAF outcome 1** — More sustainable and diversified production, in a framework of government economic and social policies that promote sustainable and equitable economic growth, include all sectors and comply with labour standards.

24. Within the framework of national priorities, UNDP will focus on supporting the Government in formulating public policies that are consistent with human development concepts and create conditions favourable to the reduction of poverty and the achievement of the Millennium Development Goals.

25. One aspect of the work of UNDP will be directed at building national and local capacity to process and analyse information and hence to formulate policies and take decisions that effectively meet the needs of the population.

26. Another aspect of its work will be in the field, supporting the start-up of sustainable local development processes designed to generate income locally. In that regard, it will devote special attention to areas where a majority of the population is indigenous.

27. Moreover, the lessons learned through local experiments will provide input and generate proposals to contribute to the national political debate.

28. Both lines of work are designed to help the country face the challenges posed by globalization and in particular by the North American Free Trade Agreement (NAFTA).

29. **UNDAF outcome 2** — Contribute to the elimination of all forms of discrimination against indigenous peoples, women and other disadvantaged and vulnerable segments of the population by promoting public policies of inclusion, awareness of human rights, full enjoyment of such rights and a civic culture of tolerance and respect for diversity.

30. The UNDP contribution will be focused on multicultural and gender issues. Since non-discrimination and respect for diversity are basic elements of democratic governance, these themes have cross-cutting relevance for the entire country programme.

31. All UNDP initiatives will include strategic and methodological components to promote and reaffirm the principle of non-discrimination in access to and full use of public services as an essential aspect of human rights. There will also be specific initiatives aimed at expanding the means of action of women and indigenous peoples in the economic and political spheres. Such initiatives will take the form of income-generating and leadership-training projects.

32. In addition, in order to ensure the right to non-discrimination, the following lines of work will be adopted:

(a) Seeking a judicial dispute settlement model that will harmonize in a functional manner the principles and practices of the State with those of indigenous peoples in keeping with the International Labour Organization Convention (No. 169) concerning Indigenous and Tribal Peoples in Independent Countries and the Agreement on Identity and Rights of Indigenous Peoples;

(b) Supporting the elaboration of methodological guidelines and instruments for the full institutional mainstreaming and progressive implementation of the National Policy for the Advancement and Development of Guatemalan Women, as

well as the elaboration of mechanisms for auditing and monitoring the implementation of the policy;

(c) Strengthening the capacity of civil society to monitor and inspect the quality of and access to public services.

33. **UNDAF outcome 3** — Greater State capacity to ensure the full exercise of human rights and to implement a policy of democratic security.

34. In that area, UNDP will provide technical and financial support for more efficient and effective functioning of the system of justice and democratic security by promoting greater operational capacity, strategic management and coordination. It will seek to expand to the greatest extent possible access to the justice system, from which some of the people of Guatemala, in particular indigenous peoples and women, are still excluded.

35. Another specific area of work will be the strengthening of the National Civil Police to increase its technical and operational capacity to promote respect for human rights.

36. From the broader perspective of the reform and modernization of the State, UNDP will support efforts to build the strategic management capacity of the Executive Branch, modernize the national Congress and put through the proposed reform of the public administration.

37. In addition, it will support the Secretariat of the National Economic Planning Council (SEGEPLAN) in introducing results-based management in both the central and the decentralized agencies of the public administration. In particular, it will provide technical support for the elaboration and step-by-step implementation of a system for monitoring and evaluating the effectiveness of public policies.

38. **UNDAF outcome 4** — Increase coverage, and access to and quality of basic social services, paying special attention to the most disadvantaged persons.

39. There are other agencies, funds and programmes of the United Nations system, such as the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and the United Nations Educational, Scientific and Cultural Organization (UNESCO), that have mandates specifically related to this issue. However, UNDP, even though it does not deal with the issue substantively, can play an important role in facilitating proper and transparent administration of the public funds allocated to basic services.

40. Therefore, UNDP efforts will be focused on strengthening the administrative capacity of government counterparts and on developing mechanisms for control and transparency in the handling of funds with a view to helping to enhance efficiency in the provision of services. This work will cover the handling of the Guatemalan Government's own funds as well as funds provided by international financial institutions.

41. **UNDAF outcome 5** — To ensure that the people, and especially marginalized persons, have greater opportunities for effective social and political participation that fosters their own human development, in a context of progress towards a culture of peace and reconciliation.

42. In order to continue to assist the process of national reconciliation and consolidation of peace, UNDP will try to help to realign the relations between the

State and society in the direction of a more democratic and inclusive model. In that regard, it will assume all the functions of the United Nations Human Rights Verification Mission in Guatemala (MINUGUA) that fall within its mandate.

43. UNDP will seek to strengthen the system of development councils and other consensus-building forums with the aim of promoting leadership and civic participation in local development planning, with special emphasis on participation by indigenous peoples and women.

44. UNDP will also try to foster greater continuity in the implementation of the Peace Agreements. To that end, it will follow up on the shared national agenda in the framework of the multiparty dialogue and will continue to support the peace institutions, particularly the Peace Secretariat (SEPAZ) and the recently established National Commission for the Peace Agreements.

45. Lastly, UNDP will continue to support directly initiatives to provide psycho-social care and compensation to the victims of armed conflict. Such efforts will help them to live in greater dignity and in consequence will create conditions of greater trust within the society and in relations between the State and society.

### **Strategies**

46. The operating modalities of the UNDP Office in Guatemala focus on building national capacity to allow the country to assume technical and political ownership of the processes. That means that technical advice programmes seek to make the technical quality of the outputs compatible with the political and social dynamics of the processes by which the outputs are achieved.

47. A key technique for achieving results and making them effective is to establish, link and strengthen strategic alliance networks. In that regard, UNDP will try to make greater use of the complementarity and potential synergies in the United Nations system. Moreover, it will support SEGEPLAN in strengthening the mechanisms for coordinating international assistance. It will also support and facilitate communication and coordination among the organs of the three branches of Government.

48. In this area, depending on the cooperation themes, UNDP will work with a variety of actors in the public and private sectors: (a) government agencies; (b) agencies, funds and programmes of the United Nations system; (c) civil society organizations; (d) bilateral and multilateral donors; (e) the economic and productive sector; and (f) universities and research centres.

## **IV. Programme management, monitoring and evaluation**

49. Work will be organized around three programme areas, a monitoring and evaluation area in support of the programme areas and an operational area, including information and communications technology (ICT) and procurement of goods and services, also in support of the programme areas. In addition, there is a client service centre providing internal and external services.

50. The UNDP Office is striving to improve communication and complementarity among the different areas. In that regard, it is working at restructuring



administrative processes and redefining and simplifying the instruments for managing and monitoring projects and programmes.

51. Rapid-response capability, flexibility, creativity, technical quality and political sensitivity are the basic principles that shape the Office's efforts and are conducive to the provision of high-quality services.

52. The restructuring is directed first and foremost to the administrative processes for handing the Office's own payments and payments for other organizations to which that service is provided, that is, payments of regular staff salaries, special service agreements, technical consultants, suppliers, project staff salaries and advances.

53. National execution of programmes and projects is the preferred modality for stimulating and supporting capacity-building within the country.

54. UNDP will continue to channel a substantial proportion of the resources available from its own or other sources towards substantive advice, with a view to providing the country with the most qualified national and international human resources.

55. Monitoring and evaluation will focus on an analysis of the progress and contributions made by the Office in relation to the strategic results framework agreed upon with the Government and institutional priorities. The multi-year funding framework, the strategic results framework and this country programme document will be the three key instruments for guiding the Office's work and assessing its performance and effectiveness.

56. Monitoring of outcomes shall be based on:

1. Periodic self-assessment by areas and by programmes;
2. Regular field visits;
3. Periodic workshops to analyse the current situation.

57. Analysis of qualitative information shall be supplemented by a financial analysis from an integrated information management perspective. Such a system will allow for an ongoing process of critical reflection and review of the working hypotheses, so that the necessary changes can be made in strategies and intervention methods in order to optimize the use of resources and maximize cost-effectiveness.

58. Evaluations will focus on the outcomes and occasionally on the efficiency and effectiveness of certain projects. Particular effort will be made to generate knowledge and to identify the lessons to be learned concerning the degree of effectiveness of public policies.

59. Poverty monitoring and analysis of trends in the national development situation will be done through national human development reports and reports on progress towards the achievement of the Millennium Development Goals.

60. The bulk of the resources available to UNDP come from international financial institutions and are intended to help realize the commitments in support of the peace process. In terms of amount, the second most important source of funds is the Government of Guatemala. Lastly, resources from bilateral donors, while representing a smaller percentage of the budget, are a highly important component in terms of allowing UNDP to be directly involved in substantive initiatives with

political impact. In addition, UNDP is handling new sources of funding channelled through the International Fund for Agricultural Development (IFAD) and the Central American Bank for Economic Integration (CABEI).

*Notes*

<sup>1</sup> See: <http://www.pnudguatemala.org> (Millennium Development Goals).

<sup>2</sup> For further details see the common country assessment (CCA).

<sup>3</sup> *Inequality in Latin America*, World Bank, Washington, D.C., 2004.

<sup>4</sup> See Sixth Human Development Report: <http://www.pnudguatemala.org/informesdesarrollohumano/idh2003/index.asp>.

<sup>5</sup> A summary of the evaluation is available at <http://www.undp.org/exbrd/pdf/crrgua.PDF>.

<sup>6</sup> Agreement on the Identity and Rights of Indigenous Peoples. <http://www.minugua.guate.net> (peace process).

## Annex

### Results and resources framework, 2005-2008

*In United States dollars*

**UNDAF outcome 1:**<sup>a</sup> More sustainable and diversified production in a framework of government economic and social policies that promote sustainable, inclusive and equitable economic growth and comply with labour standards.

**Multi-year funding framework goal:** Achieve the Millennium Development Goals.

**Programme outcome 1:** Broader inclusion of the principles of human development in the debate and in national policy practices.

**Impact indicator:** References to human development concepts and practices in the Government's policy and programming documents.

**Resource mobilization goals for each UNDAF outcome**

**Regular resources:**  
**335,000**

**Other resources:**  
**Government cost-sharing 14,850,000**

**Third-party cost-sharing and other funds**

#### Programme results:

**1.1.1.** Monitoring of poverty and of progress towards the MDGs by managers at the national and local government levels.

**Baseline:** 2002 national report on the MDGs and 2003 national human development report.

**Goal:** (a) Information available on progress towards the MDGs with disaggregated national and local data; (b) 2004/2005 country report on progress towards the MDGs available; (c) four departmental human development reports as local pilot experiments on poverty monitoring; (d) debate on multiculturalism and economic policy, including competitiveness and the North American Free Trade Agreement.

**1.1.2.** Tax Agreement implementation plan agreed and published.

**Baseline:** Discussion of the modalities for implementing the Tax Agreement.

**Goal:** Tax Agreement in place by late 2005.

**1.1.3.** Alternative sustainable economic development proposals based on the production chains developed and being implemented.

**Baseline:** Alternative sustainable economic development experiences at the local level which have not yet been reflected in public policies.

**Goal:** (a) At least two production chains developed and in operation; (b) two local development strategies developed within the framework of the departmental development councils as pilot experiments; (c) a model for the sustainable development of protected areas; (d) women-led production projects executed with linkages to production chains.

**Partners:** Various government sectors coordinated by SEGEPLAN, the Ministry of the Economy, Confederación de Nacionalidades Amazonicas del Peru (CONAP), the Ministry for the Environment and Natural Resources, the National Institute of Statistics, universities, research centres, national and local NGOs, local governments, private sector development councils, Office of the President of the Republic, Congress of the Republic, the Commission for the Peace Agreements.

<sup>a</sup> See resource mobilization goals for each multi-year funding framework goal.

**National priority:** Reduce the vulnerability of children and women to all forms of violence and promote the reduction of racial and gender inequalities. Guarantee the human rights of indigenous peoples and respect and value their identity. Strengthen the commitment to a culture of democracy with a view to the full implementation of the Peace Agreements.

**UNDAF outcome 2:** Contribute to the elimination of all forms of discrimination against indigenous peoples, women and other disadvantaged and vulnerable segments of the population by promoting public policies of inclusion, fostering the awareness and effective exercise of human rights and a civic culture of tolerance and respect for diversity.

**Resource mobilization goals for each UNDAF outcome**

**Multi-year funding framework goal:** Promote democratic governance.

**Regular resources:**  
375,000

**Programme outcome 2:** Greater awareness and enjoyment of the right not to be discriminated against.

**Other resources:**  
**Government cost-sharing:**  
12,938,000

**Impact indicator:** Participation of civil society in monitoring access to and quality of public services. Improved attitude of civil servants towards the users of client services.

**Third-party cost-sharing and other funds:** 15,812,000

#### **Programme results:**

**2.1.1.** A system for the administration of justice with a functional model for harmonizing the State's principles and practices with the indigenous peoples' own inherent rights within the context of ILO Convention No. 169 and the Agreement on Identity and Rights of Indigenous Peoples (AIDPI).

**Baseline:** Systematic and comparative analysis of experiences.

**Goal:** Harmonization model developed and submitted at the end of the strategic period.

**2.1.2.** Methodological approaches and instruments for implementing and monitoring gender policy developed and agreed at the national and local levels.

**Baseline:** Availability of situational analyses. Indicators being developed.

**Goal:** Methodological approaches and instruments for implementing and monitoring gender policy developed, validated and used.

**2.1.3.** Building society's monitoring capacity in matters of discrimination, transparency, access to the justice system, democratic governance and national reconciliation.

**Baseline:** Some measures taken, but not sufficiently coordinated.

**Goal:** (a) Information and awareness-raising campaigns carried out; (b) proposed thematic documents for civil society monitoring of governance produced and disseminated.

**Partners:** Public Prosecutor's office, National Civil Police, office of the Ombudsman, judiciary, indigenous peoples' organizations, universities, research centres, United Nations system, civil society organizations, ministries, local governments, office of the President of the Republic, Congress of the Republic, SEGEPLAN, National Institute of Statistics.

**National priority:** Reform the civil service, establish a climate of security and justice, institute machinery for addressing labour and agrarian conflicts, strengthen decentralized bodies, reduce precarious employment and promote the integration of young people into employment and society. Promote political reform of the State with a view to guaranteeing human rights, establish a transparent public administration with civil society oversight, combat corruption and organized crime and strengthen the system of justice in accordance with the priorities set under the Peace Agreements.

**UNDAF outcome 3:** The people benefit from the enhanced capacities of the State to guarantee the full exercise of human rights and implement a policy of democratic security.

**Multi-year funding framework goal:** Promote democratic governance.

**Programme outcome 3:** The system of justice and democratic security has enhanced capacities for strategic management and human resources with enhanced technical, operational and coordination capacities.

**Impact indicator:** Increase in the ratio of the number of complaints to cases resolved; decrease in the number of untried prisoners.

**Programme results:**

**3.1.1.** Strengthen technical and operational capacity of the National Civilian Police to ensure respect for human rights.

**Baseline:** Lack of standardized procedures for: professional training, internal oversight collection and processing of statistical data.

**Goal:** Police training, internal oversight mechanisms in place and functioning, methods and instruments for collecting and processing statistical data available.

**3.1.2.** Greater coverage of the country by the judicial system and more efficient legal proceedings.

**Baseline:** Slow and inefficient legal proceedings, inadequate coverage of the country.

**Goal:** Restructure the legal proceedings and expand coverage of the country.

**3.1.3.** Strengthened investigative and prosecutorial capacity of the Public Prosecutor.

**Baseline:** Inconsistent proceedings, inefficient oversight mechanisms, poor continuity and inconsistency in professional training.

**Goal:** Administrative career path established.

**3.1.4.** Technical proposal for a civil information system developed through a participatory process.

**Baseline:** There is a Strategic Analysis Secretariat but not an officially established civil information system.

**Goal:** Civil information system established.

**Partners:** UNICEF, Office of the United Nations High Commissioner for Human Rights, UNESCO, Towards a Policy on Citizen Security (POLSEC), Ministry of the Interior, Strategic Analysis Secretariat, Congress of the Republic, Advisory Council on Security.

**Programme outcome 3.2:** The State reform and modernization process has moved forward in accordance with national priorities.

**Impact indicator:** Degree to which the timeline is kept.

**Programme results:**

**3.2.1.** Coordination and harmonization mechanisms of the executive power strengthened in order to ensure better strategic management capacity.

**Baseline:** Procedures for appointments to functions and duties need to be streamlined and strengthened.

**Goal:** Upgrade the global structure of the executive power, restructure processes, develop macrosystems for human resources, management oversight, information and communications technologies.

**3.2.2.** Congress of the Republic strengthened and modernized.

**Baseline:** Shortcomings in the Congress of the Republic of Guatemala as a forum for political debate.

**Goal:** Structural conditions and administrative and technical capacity of Congress strengthened.

**3.2.3.** Results-based management, with an evaluation and monitoring system under implementation.

**Baseline:** Results-based monitoring attracting interest. Centralized evaluation system requires strengthening.

**Goal:** Design and harmonize results-based management tools. Design and start implementing monitoring and evaluation system.

**3.2.4.** Proposal for the comprehensive reform of the civil service drawn up and published.

**Baseline:** No standardized procedures; there is no administration career path, nor reliable databases; pay structures are complex, unfair and lack transparency; poorly qualified staff, low wages.

**Goal:** Proposal for the reform of the civil service developed and submitted.

**Partners:** President and Vice-President of the Republic; SEGEPLAN; public information institutions; Congress of the Republic; boards of directors and commissions; political groups and parties.

**National priority:** Implement actions designed to achieve the Millennium Development Goals, focusing on combating hunger and food insecurity, greater access to social security, universal access to primary education, supplying popular consumer items to reduce prices, preventing a health crisis, better housing conditions and the quality of the urban environment.

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In United States dollars

**UNDAF outcome 4:** Increased coverage, access to and quality of basic social services, paying special attention to the most disadvantaged persons.

**Multi-year funding framework goal:** Achieve the Millennium Development Goals.

**Programme outcome 4:** Greater transparency and efficiency in the provision of basic services.

**Impact indicator:** Funds used by the Government in accordance with the deadlines, rules and procedures of the financing agencies.

**Resource mobilization goals for each UNDAF outcome**

**Regular resources:**  
450,000

**Other resources:**  
**Government cost-sharing 24,975,000**

**Third-party cost-sharing and other funds: 30,525,000**

#### **Programme results:**

**4.1.1.** Administrative capacity strengthened and transparency mechanisms established and operational in the relevant national bodies.

**Baseline:** Inefficiency and lack of transparency in the management of national funds.

**Goal:** The Government executing agencies implement projects in a decentralized manner and in accordance with the rules and procedures of the funding agencies.

**Partners:** Ministry of Finance and other State bodies. International financial institutions.

**National priority:** Intensify the commitment to a culture of peace; create a climate of security and justice; institute mechanisms for addressing labour and land disputes, expand public access to information, including through the electronic media. Promote State political reform to guarantee human rights, foster comprehensive citizen security, establish a transparent civil service subject to civilian oversight, combat corruption and organized crime, democratize the media, strengthen nomination processes in the democratic institutional framework, strengthen the system of justice and democratize political parties.

**UNDAF outcome 5:** The people, especially the marginalized, have greater opportunities for effective social and political participation and to foster their own human development, in a context of progress towards a culture of peace and reconciliation.

**Multi-year funding framework goal:** Promote democratic governance.

**Programme outcome 5:** Exercise of the right to citizenship strengthened in representative bodies and forums for dialogue and consultation.

**Impact indicator:** Quantity and quality of participation in the system of development councils and in other forums for dialogue and consultation.

**Resource mobilization goals for each UNDAF outcome**

**Regular resources:**  
400,000

**Other resources:**  
**Government cost-sharing: 9,000,000**

**Third-party cost-sharing and other funds: 11,000,000**

**Programme results:**

**5.1.1.** Civil society stakeholders participate in dialogue and consultation forums with greater capacity for analysing, proposing and negotiating issues.

**Baseline:** Poor participation in terms of quantity and quality.

**Goal:** Transparency and social auditing mechanisms put into practice.

**5.1.2.** Operational and participatory mechanisms consolidated and enhanced in the departmental development council.

**Baseline:** The rules, procedures and instruments governing the operation of the departmental development councils are unclear; poor participation.

**Goal:** Four departmental development plans and/or departmental poverty reduction strategies developed on a participatory basis as pilot experiments to strengthen the country's 22 departmental councils.

**5.1.3.** Multiparty dialogue processes facilitated and institutionalized.

**Baseline:** Shared national agenda adopted by consensus among all the political parties.

**Goal:** Substantive debate in Congress on the basis of the shared national agenda.

**Partners:** SEGEPLAN, system of rural and urban development councils, consultation round tables, civil society organizations, political parties, Congress of the Republic and other government agencies.

**Multi-year funding framework goal:** Crisis prevention and rehabilitation.

**Programme outcome 5.2:** Greater continuity and consistency in the application of policies and execution of commitments under the Peace Agreement.

**Impact indicator:** The State institutions coordinate their activities on various fronts to implement the Peace Agreements; the commitments under the Peace Plans are consistently reflected in the plans and programmes of State institutions.

**Programme results:**

**5.2.1.** Strategic leadership and management capacities of the Peace Secretariat (SEPAZ) and National Commission for the Peace Accords/Agreements (CNAP) strengthened; institutional capacities of peace bodies and committees strengthened.

**Baseline:** SEPAZ experiencing institutional limitations for its strategic work; CNAP at initial phase of its work; performance of committees and bodies generally inadequate. Withdrawal of MINUGUA at the end of 2004.

**Goal:** Government and private sector institutions supported to work together in a coordinated manner.

**5.2.2.** Process of compensating victims of armed conflict, especially with regard to enhancing their dignity and ensuring their psycho-social rehabilitation, strengthened and institutionalized.



**Baseline:** Compensation Commission and National Compensation Programme inactive; civil society divided. Activities financed by the international community to enhance the dignity of victims of armed conflict and rehabilitate them.

**Goals:** Compensation Commission and National Compensation Programme operational with national funds and the cooperation of civil society.

**5.2.3.** Models of early warning systems for conflicts built and harmonized with State institutions.

**Baseline:** Index on conflicts has been developed and a network of NGOs dealing with the topic is being strengthened.

**Goal:** Warning system validated and implemented by the end of the strategic period.

**Partners:** SEPAZ, CNAP, departmental consultation round tables, peace committees, peace-related civil society organizations, Compensation Commission, MSPAS, the Executive Policy Commission for Human Rights (COPREDEH), Fundación de Antropología Forense de Guatemala, victims' organizations, mental health organizations, Office of the Counsel for Human Rights, secretariat for strategic matters, Peace Secretariat, civil society organizations (ODHAG, CALAS), universities.

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