

FAO Contributions to the Capacity Strengthening of the Guatemalan Government for Food Security, Nutrition and Rural Development

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Abstract

Guatemala has one of the highest levels of chronic malnutrition in Latin America, since 15.6% (2,554,121 individuals) of the population are undernourished¹, as opposed to the 5.5%² in the region. For improvement in food security, nutrition (FSN) and rural development (RD) to occur, an enabling environment must be developed and preserved. This includes the institutional set-up of a country, its implicit and explicit rules, its power structures and the policy and legal environment in which individuals and organizations function, and the context in which individuals and organizations put their capabilities into action. Therefore, individual and organizational capabilities must be developed first for the FSN and RD enabling environment to be established.

The Food and Agriculture Organization of the United Nations (FAO), has been present in Guatemala since 1962, and has supported the Government in the areas of agriculture, FSN and RD, in conjunction with the development of its capacity to deliver results. As a base framework for cooperation, the Guatemalan Government and the FAO established a Country Programming Framework (CPF) for the period of 2013 to 2016. The framework has four priority areas of intervention. As part of the efforts to improve the FSN and RD of the Country, significant work was towards the institutional capacities development.

As an intern at the FAO Office of Evaluation, I provided work support in the preparation of the Guatemala CPF Evaluation. I also contributed to the Institutional Capacity Development Study by gathering relevant information on results and impacts from the projects by the FAO in the Guatemala. This paper aims to assess the achievements of the government of Guatemala with support from FAO in the work towards strengthening the institutional capacities in the nation through the analysis of eight projects that were developed during the CPF period of work.

Relevant progress has occurred in this context, as the Ministry of Agriculture has initiated several programs to improve management capacities and rural extension services. Furthermore, policies that aim to promote FSN and RD have been enacted, displaying progress in the institutional capacity of Guatemala.

FAO. THE STATE OF FOOD INSECURITY IN THE WORLD 2015. Accessed February 18, 2016. http://www.fao.org/hunger/en/

² FAO. Regional Overview of Food Insecurity Latin America and the Caribbean. Publication no. ISBN 978-92-5-108782-4. FAO, 2015.

Institutional Capacity Development

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I. RESEARCH QUESTIONS

The food security, nutritional and rural situation in Guatemala is deficient. The nation has one of the highest levels of chronic malnutrition in Latin America since 15.6% (2,554,121 individuals) of the population are undernourished³, as opposed to the 5.5% in the region. Almost 50% of children under 5-years-old present chronic undernourishment. Chronic undernourishment rates average 58% among the indigenous population, compared to 31% in the non-indigenous population. Food insecurity is concentrated in the Western Highlands and the Eastern dry areas, which also correspond to Guatemala's poorest territories.⁵

In order to improve food security, nutrition and rural development in a specific location, enabling environments need to be developed and preserved. Governments and their working bodies carry a considerable proportion of the responsibility of promoting and building most of the enabling environments that will contribute to a country's Food Security and Nutrition (FSN) and Rural Development (RD) improvement with adequate policies, laws, subject matter expertise, training, methodologies and organizational systems.

This report's overall objective is to analyze the impact of the FAO's work in FSN as well as RD in Guatemala through the review, analyses and investigation of new policies, activities and practices developed in the institutional environment for its capacity strengthening.

The main objectives of this report are to:

- 1. Analyze the role of the FAO and its contribution to the obtained results on the institutional strengthening in Guatemala.
- 2. Elaborate recommendations for the improvement of institutions' support and the development of an enabling environment in the country for impactful and successful rural development projects.

The scope is set around the activities performed during the years of 2013-2016, and projects that started before this period but were completed during it.

FAO. THE STATE OF FOOD INSECURITY IN THE WORLD 2015. Accessed February 18, 2016. http://www.fao.org/hunger/en/

⁴ FAO. Regional Overview of Food Insecurity Latin America and the Caribbean. Publication no. ISBN 978-92-5-108782-4. FAO, 2015.

⁵ Institute for Global Food Security Macdonald Campus. "Reducing Food Insecurity and Malnutrition in Guatemala." Reducing Food Insecurity and Malnutrition in Guatemala. Accessed February 19, 2016. https://www.mcgill.ca/globalfoodsecurity/research-initiatives/guatemala.

This paper will be more likely be used to evaluate and compare relevant policies and practices designed to improve territories in Guatemala, and to advocate policy changes in FSN among Government Organizations, NGO, private institutions, and international cooperation agencies in Guatemala.

I. BACKGROUND

As a Cornell Institute for Public Affairs (CIPA) fellow concentrating in International Development, and with special interest in Food Security and Agricultural Development, I started the CIPA in Rome Semester Program in January 2016. As part of the program, I joined the FAO Office of Evaluation becoming an Evaluation Intern. My main duties for this internship were the support on the elaboration of the Country Evaluation for the Guatemala Country Programme Framework (CPF) 2013- 2016 and the work done by the FAO during those years to help on the improvement of the Food Security, Agriculture Development and Nutrition in the country. This Country Evaluation includes three specific studies. I provided work support in all of the three studies, but a pronounced part of my work was on the Institutional Capacity Development Study. I had to gather and analyze relevant information regarding the impact on institutional capacity development by the FAO projects in the country, reason why I decided to elaborate a formal research paper regarding this topic.

The Food and Agriculture Organization of the United Nations (FAO), has been present in Guatemala with its programs since 1962, and since then has supported the Government in the areas of agriculture, food and nutrition security and rural development. As a base framework for cooperation with the Guatemalan Government, FAO established the Country Programming Framework (CPF) 2013-2016⁶ in which four priority areas of intervention were defined:

- 1. Priority Area A. Food and Nutritional Security with emphasis on restoring peasant food systems
- 2. Priority Area B. Sustainable management of renewable natural resources, risk management and adaptability to climate change
- 3. Priority Area C. Policies and agricultural institutions to revive the rural economy
- 4. Priority Area D. Competitiveness of family farming in agri-food markets.

⁶ FAO. MARCO DE PROGRAMACIÓN DE PAÍS (MPP) GUATEMALA, 2013-2016. Report. 2015. Accessed February 18, 2016. http://ftp.fao.org/TC/CPF/Countries/Guatemala/CPFGuatemala.pdf.

In each of the priority areas, FAO has supported the government at an institutional level and at a technical level field. Consequently, this report aims to assess the achievements of the current CPF and understand its potential to increase its institutional dimension.

A. GUATEMALA'S INSTITUTIONAL DEVELOPMENT

Guatemala's rural development still shows deep lags: about 60% of the population still lives in rural areas and it is in these areas where poverty and extreme poverty, hunger and chronic malnutrition are concentrated; conditions that affect more intensely indigenous people. Social, economic and environmental vulnerability that prevails in rural areas have structural origins that have not yet been overcome: an unequal distribution of land, productive assets, and knowledge resources, information and technology that would allow small and medium producers to access markets, and to generate better income for their production, ensuring food availability and improved nutrition. There is also lack of access to essential public goods such as health, education, water, sanitation and decent housing. In addition, the consequences of environmental degradation, particularly of soil and water resources, as well as those linked to climate change such as droughts and floods are alternating each year, making the situation more complicated.⁷

Furthermore, and as noted by the National Human Development Report of Guatemala 2010, public institutions have little territorial presence, which makes it extremely difficult for public policies to be effectively implemented in the territories, where people live and perform its production activities, and where specific development problems arise: malnutrition, food insecurity, environmental degradation, lack of conditions to produce, and limited access to markets. The Ministry of Agriculture, Livestock and Food (MAGA) has institutional presence in all departments, as it extends its work to municipalities mainly through the National Rural Extension System. However, it can only perform according to the capabilities available in such system in order to penetrate and support communities of a given municipality. This shows the great need of the institution on capacity development. Moreover, other entities related to the CPF, have a similar or lesser extent than MAGA.

⁷ FAO OED. Estrategia Metodológica Estudio De Fortalecimiento Institucional -EFI- Evaluación Programa País En Guatemala. March 2016.

⁸ PNUD. Informe Nacional De Desarrollo Humano 2009-2010. Guatemala: Hacia Un Estado Para El Desarrollo Humano. PDF. Guatemala: PNUD. http://hdr.undp.org/sites/default/files/guatemala_indh_2009-10.pdf

⁹ FAO OED. Estrategia Metodológica Estudio De Fortalecimiento Institucional -EFI- Evaluación Programa País En Guatemala. March 2016.

MAGA and the rest of the institutional framework of rural development has gone through a long period of deinstitutionalization, which began in the late nineties and has lasted for the last 20 years. This process was characterized by reduced public expenditures on agricultural and farming sectors, the fragmentation of their functions in different entities and the use of market mechanisms and outsourcing services of private companies to perform the most basic functions of the sector. ¹⁰ As a result, this led to a sharp weakening of the capacity of public sector institutions to meet their responsibilities for rural development.

Moreover, Guatemala experienced an internal armed conflict, in which acts of cruelty were expressed. Consequently, after 36 years of internal armed conflict in Guatemala, on December 29, 1996, the signing of the Agreement of Firm and Lasting Peace Pact between the National Revolutionary Unit (URNG) and the State of Guatemala ended the conflict. The Agreement on Firm and Lasting Peace introduces the necessary foundation for peace and development for the country. ¹¹

Some data illustrates the loss of significance that institutions linked to rural development had in Guatemala between 1985 and 2006. For example, public spending dedicated to stimulate rural productivity remained static (15-16%), while the productive infrastructure spending fell sharply, from 49% to 31% of the total expenditure on this sector. Within the productive expenditure, the items that received more support were marketing and forestry development, and resources for research were reduced significantly from 26% to 7%. In the 1990s, the MAGA was one of the most overseen ministries by the Executive Branch, because of the high percentage of the budget that was handled. Nonetheless, very low improvement was sought on FSN and agricultural development in the country as might be expected. 13

For these reasons, one of the fundamental aspects of the FAO program in Guatemala is to support the MAGA and the other institutions of the public sector of rural development to strengthen their capacities to meet these important responsibilities. This has been done through two main ways. Firstly, institutional strengthening themselves, conceived in the framework of improving individual skills, organizations and promoting changes in the environment that are

PESA, and AECID. "Marco Institucional Para La Seguridad Alimentaria Y Nutricional En Centroamérica." HAMBRE DE SABER SABER DE HAMBRE, July 2011. Accessed March 23, 2016. doi:http://www.ruta.org/pasos/attachments/Marco_Inst_SAN_Centroamerica.pdf.
 UN. "Acuerdos De Paz En Guatemala." Accessed April 20, 2016. http://www.onu.org.gt/contenido.php?ctg=1393-1341-informacion-sobre-

FAO OED. Estrategia Metodológica Estudio De Fortalecimiento Institucional -EFI- Evaluación Programa País En Guatemala. March 2016
 Ibid.

conducive for institutional actions in favor of rural development; and secondly, actions on the ground to promote good practices, innovation, and enhance local strengths. During the 2013-2016 program cycle, FAO emphasized these two dimensions, taking as a guiding framework for their actions the National Policy of Integrated Rural Development (PNDRI), which was approved in 2010 by a governmental agreement.

II. COUNTRY DEVELOPMENT INITIATIVES AND PRIORITY AREAS

A. Guatemala's Development Initiatives

The Government of Guatemala established, on January 14th 2012, on its Agenda for Change 2012-2016, five areas of work and established three pacts. The five areas of work of this Agenda are: democratic security and justice; competitive economic development; productive infrastructure and social infrastructure; social development; and sustainable rural development. The three change pacts are: Zero Hunger Pact, Fiscal Pact for Change, Security, Justice and Peace Pact. On February 16th, 2012, the Zero Hunger Pact was officially launched, with the prioritization of 166 municipalities that present the most serious issues in stunting. A phase of emergency then started, with coverage in two stages of 3 months each, in which first the 83 municipalities with higher prevalence in stunting are served, and then the remaining 83 with lower prevalence will be served. ¹⁴ To carry out the Rural Development axis work the Presidential Commission for the Comprehensive Rural Development was created, which formulated the plan to activate and adjust the Integral Rural Development Policy. This plan puts the Family Farming Program for Strengthening Rural Economies as the flagship program of the MAGA, and the MAGA as the principal operator of the PNDRI at national level. In late February 2012, the Presidential Commission for Integral Rural Development, through its Commissioner, made a specific request to FAO for technical support in this plan. 15

¹⁴ FAO. MARCO DE PROGRAMACIÓN DE PAÍS (MPP) GUATEMALA, 2013-2016. Publication. Accessed February 8, 2016. ftp://ftp.fao.org/TC/CPF/Countries/Guatemala/CPFGuatemala.pdf. 12.

¹⁵CPDRI. Plan Para Activar Y Adecuar La Política De Desarrollo Rural Integral En Guatemala. Publication. March 2012. Accessed February 18, 2016. http://www.segeplan.gob.gt/downloads/clearinghouse/politicas_publicas/Desarrollo Rural/Plan para Activar y Adecuar PNDRI.pdf.

B. Four Priority Areas and Intended Results

In 2012, the development priorities for the Country Programme Framework were established between the Guatemalan Government and the FAO. These priorities were oriented taking into account the following factors: i) the vision contained in the PNDRI, assumed as the broader multisectoral policy of Guatemala in the field of work of FAO, ii) the needs of the State of Guatemala in this area, defined from related public policies (sectorial and multisectoral), as well as the objective conditions in the country; iii) the expertise of FAO in the country, mainly the successful experiences in accompanying and strengthening governance through policy instruments and institutional and community capacities; and iv) repeated opinions of respondents, where successful experiences are recognized in the implementation of projects that FAO has had in Guatemala. Each of the priority areas have two or more expected results, which are expected to contribute to the Government of Guatemala and the sub regional policy framework for integrated rural development and FSN. ¹⁶

i. Priority Area A. Food and Nutritional Security with emphasis on restoring peasant food systems

Its strategic objective is to support the development and strengthening of policies and agricultural institutions of FSN, based on the development of methodological, operational capabilities, and the incidence of men and women through work with partner organizations and with the population. All this to stabilize food systems of rural economies generated from the development of family farming. Its main expected results are:

- (A1) Family agriculture food systems reactivated and strengthened;
- (A2) Agricultural production with sustainable increase;
- (A3) Institutional processes motivated and strengthened with the state of Guatemala for the progressive implementation of the right to food. 17

ii. Priority Area B. Sustainable management of renewable natural resources, risk management, and adaptability to climate change

The strategic objective of this area is to support the formulation and strengthening of policies and institutions for the sustainable management of natural resources, risk management,

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¹⁶ Ibid., 13.

¹⁷ Ibid., 14 -15.

and adaptability to climate change, with emphasis on peasant economies. All these considering the role of women and the Worldview of peoples. Its main expected results are:

- (B1) Management of water resources, soils and forests integrated and strengthened;
- (B2) Strengthened institutional capacities for risk prevention and reduction of vulnerability affecting rural economies. ¹⁸

iii. Priority Area C. Policies and agricultural institutions to revive the rural economy

The strategic objective of this area is to support the formulation and strengthening of policies and agricultural institutions, taking into account the conditions and needs of women and men.

• (C1) Agricultural Research institutions possess studies and proposals to support the rural economy. 19

iv. Priority Area D. Competitiveness of family farming in agri-food markets.

The strategic objective of this area is to support the formulation and strengthening of policies and institutions for the competitiveness of the family agriculture, promoting women participation, and seeking the partnering of small producers in order to improve access to food produce markets.

- (D1) Strengthened institutional processes to improve competitiveness in rural market economies;
- (D2) Strengthened capacity for associative management and negotiation in markets. ²⁰

III. INSTITUTIONAL CAPACITY DEVELOPMENT

A. Institutional Capacity Development Analysis Framework

Institutional capacity development is defined as: "those measures taken to improve the functioning and overall performance of an organization and is often seen in changes in the instructions, systems, processes and priorities of organizations."²¹ The capacity development analysis framework of FAO points out that this is manifested in three areas: a facilitator or enabling

¹⁸ Ibid. 15-16.

¹⁹ Ibid. 17.

²⁰ Ibid. 18.

²¹ FAO OED. Terms of Reference. Country Programme Evaluation: Guatemala (2013 - 2016). PDF. Rome, 2016.

environment, which is the context in which individuals and organizations put their capabilities into action, and where capacity development processes take place, and includes the institutional set-up of a country, its implicit and explicit rules, its power structures and the policy and legal environment in which individuals and organizations function; an organizational dimension, which refers to the collective capability of members to achieve their organization's goals; and individual capacity dimension that leads changes in skills, behaviors and attitudes among a wide range of actors in the Agriculture and Rural Development sector (such as farmers, producers, traders, food inspectors, policy makers, administrations, and staff of organizations).

A fundamental condition for a country to reach its developmental goals lies on its capacities at individual and organizational levels, and on the enabling environment. Each of these three dimensions works interdependently with the others and influences the overall impact of a Capacity Development intervention.²² The work of FAO in institutional capacity development (field of organizational dimensions) is linked to ground-level changes in the current CPF. This study, therefore, analyzes the contribution of FAO work in all three dimensions.

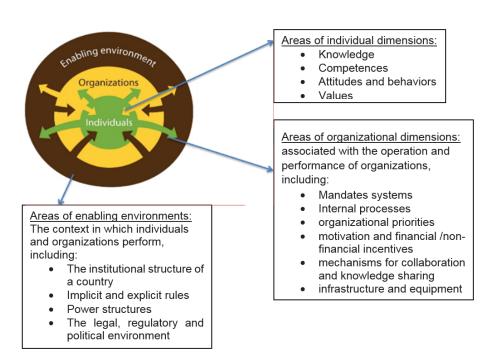
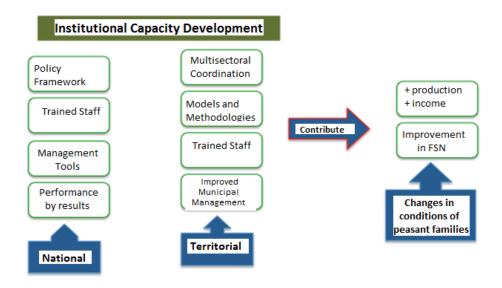


Figure 1 - Capacity Development Analysis Framework of the FAO²³

²² FAO. ENHANCING FAO'S PRACTICES FOR SUPPORTING CAPACITY DEVELOPMENT OF MEMBER COUNTRIES: Learning Module 1. PDF. Rome: FAO, 2015. ISBN 978-92-5-000000-0. http://www.fao.org/3/a-i1998e.pdf
²³ Ibid.

Figure 2 – The institutional capacity development in the FAO program in Guatemala²⁴



B. The Capacity of Translating Policy Decisions into Development Results

Under the framework of analysis provided by FAO, and seen from the results based management, the "Institutional Strengthening" should result in an objective, measurable and verifiable improvement in the ability of a particular organizational unit (unit, department, agency, sector or group of sectors) to make a political decision on a particular topic (e.g. rural development, food security, etc.). Institutional Capacity Development is a set of instruments and tools to guide institutional act to implement concrete actions in a coherent and coordinated manner. Consequently, financial, human, material and other resources allocated to that organization are transformed into concrete goods and services, which therefore are delivered to the target population.

In other words, institutional strengthening will relate to improvements in the ability of an entity or group of entities to successfully implement the full cycle of public policy and contribute to the achievement of results of pre development, as contemplated in the Guatemalan legal system. In this context, the three areas of intervention indicated in Figure 1: the enabling environment, the performance of organizations, and individuals qualified, must be concatenated in order to achieve institutional strengthening, which should be applied throughout the entire cycle of public policy. These comprises 5 instances:

²⁴ FAO OED. Terms of Reference. Country Programme Evaluation: Guatemala (2013 - 2016). PDF. Rome, 2016.

i. Skills for formulating public policy.

The authorities define the orientation given to their action during their administration; these policy orientations are translated into concrete instruments by specialists, which are called "public policy". Ideally, public policies should be formulated through participatory processes involving all social actors related to the topic or issue on which is desired to intervene. The reached agreements are translated into a vision and strategic objectives, outputs, targets and concrete indicators to achieve in a certain period of time. Also, a public policy also defines the broad outlines of the strategy (set of tools, programs, projects, etc.) and other aspects that will guide the implementation of measures envisaged to achieve the expected results. It also defines an estimated funding framework for policy implementation and sources. From the signing of the Peace Agreements to date, Guatemala has made significant strides in institutional capacities to formulate public policies, understood these as documents containing the minimum elements described above.²⁵

ii. Capacity for planning and program interventions and resources

Once an already defined policy exist, a phase that allows the growing realization of the statements contained in the policy starts. It works to the extent that the processes and inputs required are defined to produce the goods and services specific to be delivered to the population. While strategic planning identifies the alternative course of action to achieve the vision and desired goals, operational planning or scheduling allows to estimate how many and which resources will be needed to produce goods and services that help generate those results. To be effective, planning processes and operations must be linked to budget processes, as well as the identification of sources of funding for the policies. In some cases, the formulation of public policy at the same stage contemplates the generation of strategic plans. In addition, strategic plans are considered the realization of a specific public policy.

iii. Capacity to implement plans, programs and projects

Since the signing of the Peace agreements, Guatemala has achieved great progress in the institutional capacities that the entities own in order to formulate different types of policies instruments. However, substantial challenges are persistent for transforming the public policies and plans into programs, projects, and concrete activities that will generate the specific assets and

²⁵ FAO OED. Estrategia Metodológica Estudio De Fortalecimiento Institucional -EFI- Evaluación Programa País En Guatemala. March 2016.

services that must be delivered to the target population, in an effective, pertinent and transparent manner.

iv. Ability to Measure Progress and Results

From the perspective of results based management, from the very conception of public policy, should be considered to establish as a requirement to determine the specific outcomes to be achieved, a set the metric in terms of goals, and indicator. This will help monitor the performance, and determine if goals and objectives of the policy are being reached. This means having strengthened capacities for tracking progress, and the establishment of a "baseline".

v. Ability to Provide Feedback to the Policy Cycle

The ability to provide feedback to the policy cycle is when the organizations learn to learn. It translates into the introduction of processes of continuous improvement of formulation, planning, programming, budgeting, execution and measuring of results the organizations. Institutions learn to use the products of reflection, following and monitoring in order to redesign policies, programs and projects. In addition, are able to systematize their experiences and lessons learned, which will feed the new process of improving public policies. ²⁶

The successful linkage of these five instances is critical to expect substantial changes in the achievement of results, as well as a cumulative process of integral capacity building. For the purposes of this study, the role of the FAO and its contribution (through its specific projects) to the achieved results in institutional strengthening will be analyzed and presented, specifically in:

- Technical Capacities Development of the institutions' workforce;
- Organizational Capacities' development of the institutions to achieve the development results that correspond to each one, according to their mandate and the sectorial policy framework;
- The promotion of the enabling environment for the continuity and sustainability of the changes and improvements in the practices of the supported institutions in the country.

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²⁶ Ibid.

IV. FAO CONTRIBUTION TO INSTITUTIONAL CAPACITY DEVELOPMENT

A. Analyzed Programs

The FAO currently has several development programs and projects in Guatemala. For the purposes of this study eight projects are being analyzed and discussed. The projects under study were selected taking into account the following characteristics:

- The project was developed during the CPF timeframe (2013-2016);
- The project contains institutional capacity development actions and activities promoted by the FAO.

These characteristics were defined, considering the contribution to the FAO to the country's FSN with the institutional capacity development actions.

The analysis is performed mentioning the main accomplishments of each project, and it is aid by a matrix (See Annex A. Projects' Matrix) that presents all the relevant information of the projects promoted and facilitated by FAO and the Guatemalan Government on the Institutional Capacity Development for FSN. Each project falls under one of the previous results and products, and presents results indicators that will be classified into one of the three dimensions of capacity development framework.

i. Projects under Priority Area A:

1. GCP/RLA/182/SPA BABY04 - Seeds for Development

The main expected product of this project is the seed-production chain of basic grains organized and operating under a modern legal framework. The government supports this effort through their Agricultural Research Institutes (NARS). It was noted that there are improvements in coordination between different levels of government (central, regional) and territorial level, demonstrated with strengthening outreach and technical assistance in seeds development and sustainability, recently established in Guatemala. The increasing support received by the project at local level is remarkable where municipalities are providing technicians, which are complementing the project's actions.

The necessary formalization of seed-producer organizations or Small Scale Seed Business (SSSB) (registration in public records, legal status and respective records) is being carried out without major setbacks.

The Seed Development Project conducted a review of the legal and administrative structure of national seed laws and identified areas for improvement for the public sector to include in a more efficient way the SSSB. This contribution of the project will be key contribution to achieving inclusive participation in decision-making bodies of the sector and quality control systems.²⁷

The formalization of these actions will therefore improve the availability of food in quantity, quality and timeliness; as well as increase the income of rural families and the possibility of greater access to other food commodities in the Country.

2. GCSP/GUA/009/SPA - PESA

The general objective of this Project was the reactivation and strengthening of the family agriculture food systems. The project supported the development of policies aimed at family farming. It also supported and provided technical inputs to the Ministry of Agriculture (MAGA) to design the Program for Strengthening Family Agriculture's Rural Economy (PAFFEC 2012-2015) and also participated in the design of the rising National Rural Extension System (SNER). The PAFFEC was implemented by the MAGA, expanding national coverage extension and community workers in 334 municipalities, through the SNER. The PESA is the precursor of experience in this subject and is contributing to the strengthening of SNER, with strategies, methodologies and the training of new extension services workers. The SNER utilizes good practices and the horizontal training methodology, which has been implemented in rural extension agencies of the 334 municipalities. It has been a coordinated implementation of the MAGA with a training plan for 1,002 technicians on the topic of rural extension. The main job has been to disseminate, to manage and generate knowledge about the Good Practices in FSN, in order to reduce chronic malnutrition in rural and urban areas. The establishment of early warning

²⁷ FAO. Evaluación Independiente De Un Conjunto De Proyectos De La FAO En América Latina En El Marco Del Programa España-FAO. Report. Rome: FAO, 2014. http://www.fao.org/fileadmin/user_upload/oed/docs/Eval_Prog_Espana_FAO_2013_ER.zip
²⁸ FAO. Informe Terminal De PROGRAMA ESPECIAL PARA LA SEGURIDAD ALIMENTARIA (PESA III) EN EL MARCO DE LA SEGURIDAD ALIMENTARIA Y NUTRICIONAL. Report no. SLM: GCSP/GUA/009/SPA. Rome: Food and Agriculture Organization of the United Nations, 2015.

informational system was initiated through the PESA. All these efforts have helped on the family agriculture food systems by reactivating and strengthening it.

3. UNJP/GUA/022/UNJ - Reducing Vulnerability to contribute to rural development in five municipalities of the River Basins, Coatán, and Alto Suchiate in the Department of San Marcos

The main objective of the project was to reduce vulnerabilities in health, community and rural habitat, and generate productive opportunities for the population and territory from the perspective of gender rights and cultural relevance. The Program was able to strengthen the operating structures and technical capabilities of the two groups of institutions supported in its coverage area: sectoral institutions and municipal governments. In the first case, nine sectoral support institutions allowed to generate significant improvements:

- Increased coverage and quality of agricultural extension services provided by the MAGA;
- Improved coverage and cultural relevance of health services, particularly maternal and child;
- Improved response of institutions in disaster situations such as earthquakes of 2012 and 2014;
- Incorporation into the school strategy elements relating risk management, environment and food; improving inter-sectoral coordination in the territory.

In the case of municipalities, the program accomplished significant achievements in the creation of institutional structures and staff capacities for planning and management of rural development, focused on the care of social demands and territorial, with approaches of micro basins and risk management.²⁹

ii. Projects under Priority Area B:

1. OSRO/RLA/103/EC - Increasing the livelihood resilience of small producers against drought in the Central American Dry Corridor

The objective of the project was to contribute to the sustainable reduction of the impact of recurring drought on the food security of the vulnerable population in the Central American Dry

²⁹ FAO Guatemala. Informe Final Del Proyecto UNJP/GUA/022UNJ "Coatán – Suchiate". Report. Guatemala, 2015.

Corridor. Several institutional strengthening actions generated in this project support the achievement of its goal.

The main impacts at municipal and inter-municipal levels are that some officials and technical staff members of the municipalities and commonwealths have internalized the Drought Management approach, which made it possible to count on municipal resources and manage projects including this approach (drinking water, agricultural extension, rural banks, and provision of agricultural inputs, among others). Some local governments even hired specialized personnel to promote the measures initiated by the project in their territories (Jocotán-Guatemala). The Health Ministries incorporated with a different degree of intensity the local volunteers' work into the system, supporting the institutional staff in the nutritional monitoring actions. This showed more receptivity by the National Health System in Guatemala.

The project also accomplished positive impacts at the National Level. The project succeeded in the adoption of the Sentinel Sites as part of the Nutritional Surveillance System of the FSN of Guatemala.

There is a good start for the standardization of information on food insecurity in pilot areas through the Integrated Food Security Phase Classification (IPC) at the level of commonwealths: In Guatemala, efforts were also made to implement it; SESAN from Guatemala mentioned that too much information was required, which was not yet available, but they are working on it.

The project improved the awareness/application level of agricultural practices that contribute to face drought among the supported families (i.e. no stubble burning, seed selection, rural banks); however, such practices require monitoring at the level of municipal authorities, where greater commitment was achieved, as well as sector-wide national entities, where the commitment obtained is weak or non-existent. During the short intervention period (between 1 and 1.5 years), one of the main successes is the increase and the recovery of the productive capacity of staple crops. The transfer of a technological package for production and post-harvest handling increased the availability of corn and beans during critical periods (52% (4735 persons), and obtained an increase of more than 20% for corn and 66% (6092 persons) more than 15% for

beans).³⁰ The capabilities for vegetable production for consumption were increased and the first phase of agroforestry systems with coffee and timber was established.

There were economic sustainability mechanisms implemented with this project at municipal level. Administrative-financial mechanisms were created within the municipal budget, (Deed No. 001/2013 of the municipality of Jocotán) in order to count on resources to face future crisis and strengthen the resilience of the livelihoods and water supply in face of a future drought.

2. TCP/SLM/3401 - Improve food security through sustainable management of water resources for smallholder agriculture in Guatemala

The project's main objective is to strengthen the technical, organizational, and investment capacities of the government technicians and producers of the smallholder system in Guatemala in the sustainable management of water resources. Several meetings, trainings, and capacity development programs were developed in the beneficiary's zone of the project.

The main results obtained in this project were:

- Incorporation of watershed-based planning in the municipality of San Luis Jilotepeque through the development of the management plan for the watershed;
- Implementation of participatory management plan and restoration of the watershed of Las Mesas, San Luis Jilotepeque and Jalapa;
- Creation of a watershed committee and possible regulation;
- Construction of a storage tank for rainwater (20 000 liters);
- Technical advice to OSRO / GUA / 3401 / UNO project: "Food insecurity: a threat to human security Poqomam population settled in the Dry Corridor" operating in the same territory, which funded the implementation of:
 - Ferro-cement Rainwater Harvesters for 55 families in San Luis Jilotepeque, and
 18.7 hectares of irrigation ditches with infiltration wells for moisture retention in the soil for farmers in 10 communities;

³⁰ FAO.OSRO/RLA/103/EC - Increasing the livelihood resilience of small producers against drought in the Central American Dry Corridor. Final Report. Guatemala, 2013.

- Establishment of standards and technical regulations for managing water infrastructure and irrigation user organization (two irrigation boards and 10 supervising engineers);
- o 12 MAGA officials were sent to South Mexico to learn the management and operation of irrigation districts and the organization irrigators on the basis of the experience of a Project in the Dominican Republic (95 farmers in 32 irrigation organizations).³¹

3. TCP/RLA/3404 - Exemplary cases of Sustainable Forest Management in Latin America and the Caribbean

The project's ultimate goal was to utilize the Exemplary Cases of Sustainable Forest Management methodology to be adapted to use as a tool that complements the generation of information, monitoring, and tracking of national or sub-national sustainable forest management programs.

The most important impact of this project was to hold a workshop that brought together all experts and major players in the field. The workshop generated great achievements. The general objective of the Workshop was to train and transfer the methodological process of Exemplary Cases of Sustainable Forest Management (SFM), to be improved and adapted in Guatemala for the purpose of its use as a tool that complements the generation of information, monitoring, and tracking the implementation of plans or national and sub-national forest programs. The main results achieved in the Workshop were:

- The objective of transferring the methodology of Exemplary Cases to different actors in the Guatemalan forest sector was achieved. These actors are potential members of the National Working Group that will do the analysis of the methodology for adaptation to the context and specific needs of the country.
- Recognition was obtained by the different actors of the methodology as a process capable
 of generating useful and practical knowledge in the fields of study that implement SFM.

³¹ FAO. Project Highlights: "Gestión Del Agua Para La Agricultura Y De Riesgos Para Contribuir a La Seguridad Alimentaria" Report. FAO Subregional Office for Central America. 2014.

- The basis for the establishment of a Working Group or National Steering Committee were settled. The Committee will involve the main beneficiary institutions of the project and will discuss the methodology to suit the Guatemalan conditions.
- Some workshop participants offered themselves to be part of the Assessment Panel of Exemplary Cases in SFM in Guatemala. They were trained in the Evaluation methodology.

After several meetings for the selection 12 cases were approved. These cases will serve as exemplary basis for the development of a successful forest management system in the Country. Each experience learned was systematized and properly documented for further capacity development in the field.

The basis for the establishment of a Working Group or Committee of National Piloting were established. This committee will involve major beneficiary entities of the project (forestry departments, authorities and managers related to forestry issues, research and extension, colleges, etc.). ³²

iii. Projects under Priority Area D:

1. GTFS/RLA/176/ITA BABY03 – Agrochains

The project's main focus was on the promotion of agri-food chains of potato and beans in Guatemala with a focus on marketing and adding value through processing. As part of capacity building of organizations, there was great work with the staff of MAGA in the transfer of methodologies and tools for organizing trade fairs. The project contributed to the Inter-American Institute for Cooperation on Agriculture (IICA), by coordinating efforts to train managers and technical staff of MAGA, Ministry of Economics and the Office of Planning and Programming of the Presidency (SEGEPLAN).

As an example of the processes that are ongoing and that contribute to the institutionalization model Agrochains in the MAGA, there is a proposal submitted by the National Council of Agricultural Development (CONADEA) to the Minister of Agriculture, with support from FAO and IICA, called "Creating a program of commercial agriculture."

³² National Forests Institute of Guatemala. INFORME DEL TALLER NACIONAL "TRANSFERENCIA METODOLÓGICA DE CASOS DE EJEMPLARIDAD EN MANEJO FORESTAL SOSTENIBLE" LA ANTIGUA. Report. Guatemala, 2014.

In Guatemala, most of the Potato Production Organization members are young; they are the ones who have best integrated the knowledge acquired during the training and those who have better understood the need to improve agricultural practices to get a harmless and good quality product. This Potato production Organization initiated the proposed commercial agriculture program mentioned above.

As an important result of the capacity development instances in the project, the ANAPAPA (National Association of Potatoes Producers) and ANAFRIJOL (National Association of Beans Producers) were created. These organizations bring together a large number of producers' organizations and also CONADEA. The project has been the platform for the potatoes' production, bringing together public and private stakeholders in the sector, and which integrates the National Potatoes Producers Association.³³

2. FMM/GLO/100/MUL - Country Integrated approach to promoting decent rural youth employment

This project allowed FAO to raise awareness of Agriculture and Rural Development to policy makers and other stakeholders on the importance of Decent Rural Employment (DRE) centrality, and in particular on youth economic and social empowerment for agricultural growth and poverty reduction. The main results are:

- A two weeks inception mission was organized by FAO HQ (Social Policies and Rural Institutions Division). The mission was concluded by a national workshop to launch the Integrated Country Approach (ICA) programme in Guatemala and define potential partners and entry points.
- A regional workshop was organized, in collaboration with RLC, on the systematization of good practices of public policies and programmes on rural youth employment, with participants from Colombia, Costa Rica, El Salvador, Guatemala, Honduras, México, Panamá, Paraguay and the Dominican Republic, as well as FAO, the International Labour Organization, and three young entrepreneurs from México, Costa Rica y Argentina. A

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³³ FAO. Fortalecimiento De Agrocadenas Seleccionadas Con Un Enfoque Empresarial En El Salvador, Guatemala, Honduras Y Nicaragua. Report. Rome: FAO, 2015. http://www.fao.org/fileadmin/user_upload/oed/docs/GTFSRLA176ITA_2015_ER.zip

country profile for Guatemala was developed in the FAO Decent Rural Employment policy database.

- A paper was finalized by the Association for Research and Social Studies (ASIES) Think
 Tank to increase knowledge on policies and programmes in Guatemala targeting the rural
 youth. A validation workshop for the ASIES paper was organized in October 2015.
- In December 2015, a Letter of Agreement was signed between the ASIES and FAO to realize a diagnostic on decent rural youth employment in the department of San Marcos, which will delivered by March 2016, including technical recommendations to frame a future youth survey in the area.

In agreement with the Ministry of Labor (MINTRAB), FAO will provide policy advice and support policy dialogue for the development of a rural youth employment strategy in one of the Departments (San Marcos) where FAO is already supporting the implementation of the *PNDRI*. The scoping mission conducted in July 2015, enabled the identification of entry points and partners for FAO's work on DRE. As regards technical support, the main entry point identified is the *PAFFEC* of the MAGA. The program is already supported by FAO and recently the MAGA has piloted a youth-friendly system of rural extension (youth learning center for rural development (CADER)³⁴) which could be enhanced and brought to scale. A legal study was developed and was finalized by February 2015 to assess the application of international labor standards in agriculture and rural areas, in law and in practice, with a particular focus on the rural youth. The study will be the basis for future legal support in this area.

According to the project's report, several interesting results arose from all the above activities. The FAO Country Office in Guatemala has enhanced its awareness and commitment on youth employment promotion, while priorities for FAO's policy and technical support on rural youth employment have been validated with national partners. Furthermore, initial partnerships have been facilitated with and among national counterparts, in particular with the research institution and Think Tank ASIES which is already very active and influential on the national

³⁴ CADER is a group of peasant families who practice non-formal teaching and learning processes. In a CADER you learn by doing and everyone learns. The CADER is directed voluntarily by a person of the community, which is known as a promoter. The only requirement is to have the courage to work for their benefit and that of the other members.

poverty reduction debate; knowledge has been generated on the existing policy and programmatic response to the youth employment challenges in Guatemala and its gaps.³⁵

B. Recommendations

To achieve the full realization of the main planned results, projects need to strengthen their performance in training and strengthening the implementation capabilities, which require the Country to implement their regulatory frameworks and emerging FSN policies into concrete public policy actions. In particular, policy actions should focus on:

- Capacity building of Government organizations for the formation and implementation of policies, such as:
 - i. Coordination of multiple actors working in different areas of care of the underlying causes of hunger (coordination of multiple interventions in the field);
 - ii. Interventions targeting those people who suffer from hunger, requiring methodologies to identify, characterize and quantify populations affected by hunger and suitable instruments for attention;
 - iii. Continuous monitoring of the state of hungry people (to understand achievements and impacts on changing living conditions).
- Capacity building of civil society organizations to:
 - Ensure compliance and enforcement of FSN approaches to existing Right to Food, as developing partnerships with attorney generals and ombudsman conducted by the project;
 - ii. Participation in decision-making on FSN policies and accountability, for which it is necessary to also create and accompany dialogue mechanisms.

Furthermore, several recommendations addressed to the four main actors involved in the design and implementation of programs are listed below.

1. FAO:

- Capitalize learning about the form of interagency management development programs;
- Standardizing and documenting conceptual models used by the program to promote rural development;

³⁵ FAO. Reporte De Actividades 2015 Proyecto: Enfoque Integrado De País (ICA) Para La Promoción Del Empleo Juvenil Rural Decente – FMM/GLO/100/MUL País: Guatemala. Report no. 2015. 2015.

- When elaborating project plans and documents, the inclusion of the change theory must be mandatory for projects to be approved.
- Evaluation reports must all include an impact assessment section with clearly defined results of the project towards the beneficiaries' situation improvement.

2. Sector specific institutions:

- Develop, document and disseminate a methodology for the selection of vulnerable beneficiaries;
- Incorporate conceptual models in the planning and results-oriented rural development budget;
- Develop a strategy for continuity and expansion generated by the program changes;
- Continue interagency coordination in the areas of decision of FSN Commissions.

3. Municipal governments:

- Keep and take care of trained personnel and developed institutional structures;
- Strengthen the management cycle of municipal development plans to ensure the construction of a system of institutional learning;
- Negotiate with future authorities the continuity of institutional strengthening processes driven by the programs.

4. Local civil society organizations:

- Support the continuity and strengthening structures and capacities created in the system development councils
- Negotiate with mayoral candidates the continuity of municipal development plans and financial rescue plans
- Design and promote an agenda for continuing the process of participation of women in local development.

To achieve these recommendations, the projects can and should reflect on expanding its technical assistance (and diversify the type of activities) beyond training and to the accompanying processes, making full use of the framework provided by the FAO Institutional Capacity Development Strategy, and use of the comparative advantage of FAO as a neutral actor who can bring together various stakeholders in the fight against hunger.

v. **CONCLUSIONS**

Programs and projects should be seen as enablers, facilitators and enhancers of work of the institutions as providers of public services, and not as substitutes of them. Agencies and actors of international cooperation must align and support national efforts and promote ownership and mutual accountability. Rather than helping, it is seeked to cooperate with social, governmental and non-governmental, public and private actors, providing opportunities for dialogue between society and the State as a prerequisite for the design of new institutional frameworks or updating existing ones.

As seen on the current analyses, projects under priority areas A, B and D posses institutional capacity development components. Projects under priority area C are still under evaluation and analyses, since most of them are new and still don't present critical impacts that could be discussed. Nonetheless, great actions were acomplished by the Guatemalan Government and the projects performed in conjunction with the FAO on the strenghtening of the capacities of institutions towards FSN and RD.

The existence of laws and policies does not guarantee the eradication of food and nutritional insecurity, and support for Family Agriculture. The implementation of these measures is achieved if, and only if capacities are generated in all sponsors and at all levels (national, departmental, municipal and community) and the adoption and policy implementation is guaranteed from its alignment with other government initiatives to ensure their integration into the existing structure and through instruments, mechanisms, institutional changes, and specialized human resources.

The Guatemalan Government has made great improvements in the development of procedures that are being successfully incorporated in municipal organizations. These new approach is contributing to the generation and implementation of methodologies for the institutionalization of policies for food security and nutrition. The methodology includes the development of a participatory institutional joint action plan between the MAGA, SESAN, Municipality, Health Centers, Social Ministry and NGOs. This implies motivation and generation of local leaders and training of promoters, and ultimately the achievement of fundamental change. An attitude of passively waiting in offices and / or health centers switched to an active offer of

services. Officials from the Ministries of Health and Agriculture are now jointly moving to the territories in search of vulnerable populations with planned and coordinated interventions.

Finally, it could be said that the management of FAO Programs in Guatemala has been supported by mutual trust between the government and FAO, and the ability to establish alliances to form a critical mass for coordinated FSN in the country. Although there is still work to be done, Guatemala seems to have a bright future towards strengthened insitutional capacities and a more sustainable FSN.

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VII. ANNEX

A. PROJECTS' MATRIX

Priority Area of CPF	Result of Priority Area	Project Code	Project Name	Specific Objectives Results Indicators	Doculte Indicators	Capacity Development Analyses on Results Indicators			
					Individual	Organizational	Enabling Environment		
A	Al	UNJP/G UA/022/ UNJ	Reducing Vulnerability to contribute to rural development in five municipalities of the River Basins Coatán and Alto Suchiate in the Department of San Marcos	Reduce vulnerabilities in health, community and rural habitat productive opportunities for the population and territory from the perspective of gender rights and cultural relevance	1. Infrasubsistence peasant families improve their health, food security, income and habitat community and family safe from a rights perspective with a gender and cultural relevance. 2. Actors of civil society are empowered to participate in the management of local development in the exercise of their rights, with emphasis on the participation of women. 3. Local governments and sectorial institutions of the 5 municipalities strengthen their capacities and structures for the management of territorial development within the framework of the development councils.	1	2,3		
A	A1	GCP /RLA/1 82/SPA BABY0 4	Seeds for Development	Contribute to improving the production of basic grains in the member countries of Central America, and therefore to improve the availability of food in quantity, quality and timeliness; as well as increase the income of rural families and the possibility of greater access to other food commodities.	Seed production chain of basic grains organized and operating under a modern legal framework and with the broad participation of stakeholders. Achieve a guiding framework for policies and management mechanisms for the region.		1	2	

D	D1	FMM/G LO/100/ MUL	Country Integrated approach to promoting decent rural youth employment	Agricultural stakeholders are better able to effectively and sustainably prevent and reduce child labor in agriculture.	Global capacity development materials developed Prioritized activities in the Framework of Action on child labor in agriculture supported Child labor concerns integrated in agriculture development policies Inter-ministerial and public-private collaboration enhanced to integrate child labor concerns in agricultural policies and programs Agricultural stakeholders' capacity developed to reduce child labour.	5	1,2,4	3
В	B1	TCP/RL A/3404		Strengthening national policies and programs for Forest Management	1. New exemplary cases of sustainable forest management have been identified, evaluated and disseminated in a new publication and other means of dissemination and have been integrated into the Community of Practice. 2. The methodology Exemplary Case of Sustainable Forest Management has been improved and adapted for use as a tool that complements the generation of information, monitoring and tracking implementation of national or sub-national forest programs. 3. A diagnosis on improving regulations or incentives that may influence a better implementation of sustainable forest management policies has been developed, with results and elaborate proposals.		1, 2, 3	
В	В1	TCP/SL M/3401	Improve food security through sustainable management of water resources for smallholder agriculture in Guatemala	Technical, organizational and investment capacities of technicians and producers in the sustainable management of water resources in the participating countries strengthened	1. Participants strengthened and trained, and have exchanged experiences, with the collaboration of technicians from Mexico and FAO 2. Good water management practices taught through demonstration plots. Good practices identified and implemented through letters of agreement, with the support of technicians from Mexico and FAO. 3. Water Management Investment Project Profiles identified and processed, and institutional analysis related investments evaluated.	1, 2	3, 4	

A	A1		Special Programme for Food Security (PESA)	1. Support the development, coordination and implementation of national policies and programs and sub regional FSN through information, awareness and education, training, and technical assistance in FSN.	4. Project information systemized and disseminated among key actors in the country. 1. Capacity building of NGOs and civil society to address comprehensively the FSN 2. Contribute to the improvement of government programs through the dissemination and institutionalization of best practices for FSN 3. Contribution to improving productivity, agricultural diversification and food availability through the dissemination of good agricultural practices (GAP) 4. Promote food and nutrition education and adoption of healthy behaviors 5. Promote the establishment of early warning informational systems	3, 4	1,5	2
D	D2	GTFS/R LA/176/ ITA BABY0 3	Agrochains: Guatemala Component	The promotion of agrifood chains of potato and beans in Guatemala with a focus on marketing and adding value through processing.	1. Value chains strengthened by adding value through marketing support, logistics, processing, financing, post-harvest and production elements that are necessary for better access to the market in each selected agricultural value chain. 2. Quality standards and food safety in selected chains are adapted and harmonized in the regional context, as well as strengthened capacity of institutions and small commercial farmers to meet the standards and market requirements regarding quality and food safety. 3. Inclusion and equality improved in selected value chains by promoting efficient productive partnerships and Producer Organizations (POs). 4. Strengthening and integration of the institutional framework at national and local level of the selected areas to ensure sustainability of project activities in relation to the results 1, 2, and 3.	1, 2	3	4

В	B2	OSRO/ RLA/10 3/EC	Increasing the livelihood resilience of small producers against drought in the Central American Dry Corridor	Contribute to the sustainable reduction of the impact of recurring drought on the food security of the vulnerable population in the Central American Dry Corridor.	1. Adaptation strategies and/ or best practices of small producers of staple crop are strengthened for the protection and recovery of their means of livelihood when facing drought. 2. Infrastructure performance and the capability of maintaining water supply for human consumption during droughts is improved at community level.3. The capabilities of municipalities and communities for nutritional security vigilance and drought risk management are reinforced.4. The knowledge and dissemination of information on the situation of the Central American Dry Corridor regarding climate change at local, national, and regional level is improved through the dissemination ofrelevant information among decision makers	1	2,3,4	
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