



**Center for International Private Enterprise**

**Evaluation Report**

**National Center for Economic Research (CIEN)**

**An Evaluation of CIEN's Decentralization Projects:**

**"Decentralization: A Step Toward Development"**

**and**

**"Decentralization: A Step Forward"**

**July 1999**

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# Evaluation of CIEN's Decentralization Projects

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## NATIONAL ECONOMIC RESEARCH CENTER (CIEN)

### An Evaluation Report of CIEN's Decentralization Projects

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#### EXECUTIVE SUMMARY

Guatemala's 36 year civil war was characterized by a highly centralized political structure that failed to provide the rural sector equitable access to government services and to encourage active community participation in the decision-making process. The Peace Accords of April 1996 provided Guatemala with the opportunity to achieve a more participatory democracy and to build sustainable development. The accords set specific targets that, if met, would permit wider participation in decision-making at all levels, increase and redirect government spending towards social development and modernize public administration.

It is in this context that the National Economic Research Center (CIEN) proposed a project to introduce decentralization into the peace formula. CIEN conducted research on 4 areas (legal, fiscal, property registration, health and education) to diagnose the obstacles to decentralization in each respective area. An advocacy campaign promoted specific policy recommendations to decentralize each of the above areas, essentially providing a strategy to meet specific targets established in the Peace Accords.

CIEN successfully completed all project activities and satisfactorily achieved all project objectives. A brief summary of the principal findings includes:

- ❖ CIEN's research effort was recognized by many as being of a high quality. CIEN received requests to present their findings and conclusions to the following groups: the United Nations Development Program, the Vice-President's Program for Modernization of the Executive Branch and the Congressional Decentralization Commission.
- ❖ Awareness of the importance of the decentralization issue is high among government officials, the NGO community and the private sector. It is less clear the extent to which information has been disseminated to the general public.
- ❖ More than 20 policy recommendations for decentralization appeared in CIEN publications and were made during CIEN presentations.
- ❖ CIEN's advocacy work, while successful in targeting key policymakers and garnering support for their policy recommendations, has not yet resulted in the adoption of any specific pieces of legislation. CIEN did strongly advocate however against proposed reforms to the constitution, changes that were in fact defeated in a nation-wide referendum.
- ❖ CIEN's activities, by offering various fora that provided the opportunity for debate and democratic participation from a variety of social actors, have contributed to the consolidation of a participatory democracy.

## BACKGROUND

Guatemala's political history includes many examples that illustrate the highly centralized nature of government and the continual presence of the military. Throughout its history—from the dictatorships of Estrada Cabrera and Jorge Ubico to the period of counter revolution and military rule, up to President Jorge Serrano's attempt to seize dictatorial power in 1993—a centralized state ruled while the majority of Guatemalans were excluded from participating in virtually all aspects of the socioeconomic system.

As a result of the rigid structure acquired through the many years of state domination, state-civil society relations remained weak, if not non-existent. Social organizations and citizens did not acquire any experience in participating in political processes and throughout this period, decision-making was uniformly being shaped by the army's hegemony.

Despite Guatemala's long history of centrist governance, developments in the mid-1980's began to hint at improvements in the recognition of individual rights and the level of public participation. A new Constitution promulgated in 1985 led to the entrenchment of a broader range of human rights. The governing apparatus underwent institutional transformations as well, as witnessed at that time by the establishment of a Constitutional Court, a Supreme Electoral Tribunal and the creation of a new post of Human Rights Ombudsman. Efforts were also undertaken to improve the operations of regional and department level Consejos de Desarrollo, essentially multi-sector advisory bodies on the implementation of government policy. These councils never functioned properly as they lacked legitimacy at the local level since they were seen as a military-controlled device to restrain the population.

After 36 years of civil war, the Government of Guatemala and opposition rebel forces signed the Peace Accords in December 1996. The Peace Accords contained a comprehensive package of commitments that, if implemented, would allow Guatemala an important opportunity to build a lasting peace and sustainable development.

The Peace Accords illustrate the existence of a shared perception among many Guatemalans of the importance of peace, freedom, democracy and development. The Peace Accords briefly address the decentralization issue. A broad array of measures, or goals, was agreed upon by all parties. These include: to permit wider participation in decision-making at all levels, to increase and redirect government spending towards social development and to modernize public administration.

On May 16<sup>th</sup> of this year Guatemalans voted on whether to accept or to reject 48 reforms to the nation's constitution proposed by the Congress. Less than 20% of registered voters participated in the national referendum, rejecting the proposed changes to the constitution. The Executive sent Congress 13 proposed reforms intended to meet Peace Accord requirements. After much discussion behind closed doors, Congress came back with 48 disparate proposals packaged in 4 ballots. The vote was an up or down vote for all reforms contained on the ballot. This complexity also made it difficult to vote yes because each ballot contained individual proposals unacceptable to many voters.

The absence of transparency in the process used to draft the reforms and a general distrust in government were factors that contributed to the low turnout and the no vote. The low turnout and the no vote were not a setback to the peace process and the consolidation of democracy in Guatemala but rather, it reflected the unwillingness of voters to show their support for constitutional reforms about which they were not properly informed of the contents or consequences.

## INTRODUCTION

CIEN is only the second organization in Guatemala with which CIPE has collaborated. CIEN was founded in 1983 as a non-partisan, research institute whose mission is to study Guatemala's socioeconomic problems and their solutions within a democratic, market oriented framework.

CIEN has received a total of approximately \$120,000 in CIPE funding over the past five years to conduct four projects:

1. "Economic Training for Journalists" (1994)
2. "Decentralization: A Step Toward Development" (February 1996 – January 1997)
3. "Decentralization: A Step Forward" (June 1997 – May 1998)
4. "Decentralization: A Step Toward Development" (recently approved; July 1999 – June 2000)

Note that CIEN commenced work on the issue of decentralization prior to its collaboration with CIPE. CIEN's initial research on this issue began in 1991, resulting in a paper entitled "*Centralism: Point of Departure for Decentralization*". CIEN also hosted a Decentralization National Seminar in February 1995. It is the two decentralization projects (Fiscal Year 1996 and 1997, numbers 2 and 3 above) that are the subject of this evaluation.

### Description of the Two CIPE-Funded Projects

- ❖ The 1996 project built upon CIEN's past research and primarily focused upon identifying the obstacles to decentralization in the four major areas listed below. The four areas of study were:

- |                   |                                 |
|-------------------|---------------------------------|
| (1) fiscal reform | (3) property registration       |
| (2) legal reform  | (4) health and education reform |

The research results were published and disseminated in a summary research report titled "*Decentralization: A Path Toward Development and Peace*". This publication was then used as a tool in CIEN's outreach and advocacy program. Additional outreach and advocacy activities during which research results and policy recommendations were disseminated included workshop presentations and activities with the media (press conferences and press releases) in order to increase media coverage and reach a wider audience.

- ❖ The 1997 project further developed the research conducted during the first project by including more in-depth studies and specific policy recommendations for each area. This project also included an advocacy campaign aimed at increasing awareness of the importance of the decentralization issue among the public and private sector and promoting the implementation of each of the recommendations.

As in the 1996 project, the advocacy campaign was conducted in a very similar manner. CIEN introduced a publication entitled "*Toward Peace and Development*" which contained six issues: legal reform, property registration, health, education and introductory and concluding issues. The fiscal reform topic was not included in this project.

Workshop presentations were also held to present their conclusions and policy proposals to various target audiences such as the executive branch, congress, the media and the general public. In order to gain media coverage and to further generate support among the general population, members of the media were invited to all presentations.

## Broader Project Context and Objectives

CIEN's decentralization work has taken place at an opportune time. The Peace Accords established many challenging goals to be met by the year 2000. The four areas of study were chosen by CIEN as a means to meet the specified targets established in the Peace Accords. Therefore, both of CIEN's projects, by contributing specific reform proposals, sought to provide a decentralization strategy for implementing programs and services that would satisfy agreed upon targets. In this way, the Peace Accords provided a general framework for CIEN's decentralization project.

## METHODOLOGY

The primary goal of this report is to determine the extent to which CIEN's decentralization project achieved stated objectives. They are as follows:

1. to contribute to the modernization and consolidation of a participatory democracy in Guatemala by advocating on behalf of decentralization;
2. to increase public and private sector awareness regarding the importance of decentralization;
3. to provide policymakers with specific and detailed reform proposals; and
4. to promote the concept that decentralization be implemented as part of a larger plan of government modernization.

The following evaluative mechanisms were used to collect the data analyzed in this report:

- ◆ On Site Interviews with CIEN Staff and Key Stakeholders – The primary source of data for this evaluation was obtained during interviews conducted in Guatemala City and Quetzaltenango during the week of May 3, 1999 to May 7, 1999. Interviewees included key personnel at CIEN, key project stakeholders representing the executive branch, municipal government and the private sector, the media and the NGO community.
- ◆ File Review – All grantee final reports, grantee publications and project-related documents were consulted and analyzed for this report. A list of all project-related documents gathered during the site visit and included in the CIEN evaluation file appears in the Appendix.
- ◆ Questionnaire to Members of Congress – A brief questionnaire was distributed to all 80 members of the Guatemalan Congress. A total of 10 responses were received, a response rate of 12.5%. The questionnaire was designed to determine congressional awareness of CIEN's work on decentralization, specific policy recommendations, and CIEN's advocacy and outreach tools.
- ◆ Additional Interviews - Interviews were also conducted with some project participants and stakeholders via telephone and email from the CIPE Washington, D.C. office.

## PRINCIPAL EVALUATION FINDINGS

### A. Identifying the Obstacles to Decentralization

#### *CIEN's Research Effort*

Teams conducted research on each of the four topics mentioned in the introduction. Special emphasis was paid to identifying the obstacles to decentralization in each of these areas. Data was gathered through a variety of mechanisms including interviews, surveys, focus groups and meetings with Ministry officials. Extensive field research included a survey of some of Guatemala's mayors and interviews conducted by a CIEN staff member in Bolivia and Venezuela to explore other nations' efforts to decentralize.

In March 1997, at the conclusion of the first project, research results and policy recommendations were presented in the publication "*Decentralization: A Path Toward Development and Peace*". The publication diagnoses the various obstacles to decentralization identified in the research and proposes legislative solutions to overcome them. The document contains a total of 14 recommendations to improve the administration and delivery of services in the areas of health, education, property registration, legal and fiscal reform. It also specifies the major obstacles, the entity responsible for executing the recommended action and a recommended timeframe for its execution. [See Appendix for a translation of the recommendations.]

The second decentralization project sought to build upon the research and recommendations found in the initial project by providing more technical and specific recommendations on how to proceed with decentralization and advocate for their implementation. During the project, CIEN concentrated on the following issues: health, education, property rights registration, and constitutional reform. Additional research was collected through interviews with government officials, ministry employees, municipal and other local-level officials and Congress members among others.

The result of this additional research was a publication titled "Decentralization: Toward Peace and Development" which contained a series of six issues (an introductory issue, the 4 research topics covered in the grant and a concluding issue). The publications acted as one of CIEN's major advocacy tools, a communications tool that provided conclusions and recommendations to the Congress, executive branch, media and the general public. The policy recommendations that resulted from the research were also presented during a series of six workshop presentations. The presentations were another tool for advocating the policy recommendations appearing in the publications.

#### ***EVALUATOR'S ANALYSIS:***

- ❖ Interview results were positive as it concerns the quality of CIEN's research effort. In all cases, interviewees agreed that the background and diagnostic analysis of the obstacles to decentralization were correct and based on hard data. Three individuals who participated as panelists at various CIEN events were interviewed; all commented positively on the content on the documents. Comments from other individuals who participated as observers at the panel presentations confirmed this and added that CIEN's opinions were well respected by all.
- ❖ There existed a demand for CIEN's services throughout the project. This speaks somewhat to the quality of the work and also suggests that CIEN is highly regarded among various members of the government and the development community. For example, CIEN received requests by the following groups and organizations to make presentations on decentralization:

- the Business Administration and Economics Faculty of Francisco Marroquin University
  - the United Nations Development Program
  - the Vice-President's Program for Modernization of the Executive Branch
  - the Congressional Decentralization Commission
  - CIEN has also received specific requests from the Ministries of Health and Education to assist with the modernization and decentralization of these institutions.
- ❖ The timeliness of CIEN's research effort is also noteworthy. Although CIEN's initial work on decentralization (1991) preceded the Peace Accords, much of its research took place during the period of time in which the Peace Accords were being discussed. By linking their decentralization project to the Peace Accords and by offering concrete solutions to meeting targets established in the accords, CIEN was able to center the debate and bring a great deal of attention to the decentralization issue.

The evaluation revealed that CIEN is perceived as being a credible organization that conducts well-grounded research and analyses, that it has broad support among key members of government and the development community, and that its presentation of information was timely. The successful execution of the research and diagnostic work was significant in that it laid the foundation upon which the advocacy program was built.

## **B. Increasing Awareness and Enhancing Knowledge of the Importance of Decentralization**

This section of the report examines activities designed to contribute to the consolidation of a participatory democracy (Objective #1) and to increase public and private sector awareness of the importance of decentralization (Objective #2).

Increasing awareness and enhancing knowledge among government officials, policy makers, and other influential authorities (i.e. the public sector) of the importance of the decentralization issue was essential to CIEN's larger goal of advocating policy reform. In order to increase the likelihood that the decentralization issue be included in the legislative debate and agenda, CIEN targeted policymakers (primarily through the presentations) and presented the findings and recommendations from their research.

Awareness raising and increasing knowledge among the general population (i.e. the private sector) is equally significant. It informs the general public of their role and responsibilities thereby engaging civil society and preparing them to participate in any upcoming initiative. Moreover, information sharing and dissemination also serves the purpose of making the process more transparent.

### ***CIEN's Awareness-Raising Activities***

CIEN made use of three mechanisms to increase awareness and enhance knowledge of the decentralization issue: workshop presentations, publications and media coverage.

Presentations: CIEN held a series of presentations during the course of the two projects in order to raise awareness, to disclose the results of its research and to unveil its decentralization strategy and the policy recommendations found in its publications. The presentations were therefore a vehicle through which the contents of CIEN's publications were disseminated.

Table 1 indicates all fora associated with the presentation of the publication “*Decentralization: A Path Toward Development and Peace*” from CIEN’s first grant. The table indicates the date of the presentation, the number of people attending and the stakeholder groups represented.

**Table 1. Workshop Presentations of Research Findings and Policy Recommendations from the First Project**

Date	# of Attendees	Stakeholder Group
1. April 15, 1997	Approximately 25	Major newspapers, radio stations and television news programs.
2. April 15, 1997	89	Ministry of Education, Ministry of Health, Mayan Defense, Ministry of Labor’s Union, Property Registration Commission, Secretariat of Public Works, members of Congress, Inter-American Development Bank, GTZ, national police, Archbishop’s Human Rights Office, Francisco Marroquin University, private businessmen and media.
3. April 22, 1997	Approximately 100	1 <sup>st</sup> and 2 <sup>nd</sup> year students at Francisco Marroquin University
4. 1997	15	UNDP working group including representatives from civic groups, including Mayan organizations, labor organizations and unions, and business guilds.
5. 1997	30	Regional seminar in Quetzaltenango. Included teachers, health sector employees, businessmen, university professors and politicians.
6. 1997	15	Regional seminar in Totonicapan. Included teachers and the military.
7. 1997	35	Regional seminar in Antigua. Included municipal authorities and NGO personnel.
8. 1997	Approximately 15	FUNDAP (local NGO)
9. May 28, 1998	8	Members of the Congressional Decentralization Commission

Table 2 identifies the presentations associated with the dissemination of the publication “*Decentralization: Toward Development and Peace*” from CIEN’s second grant. The table indicates the date of the presentation, the number of people attending and the name of the CIEN publication presented. CIEN attempted to invite the same core of policymakers, government officials and other key stakeholder groups to each of the presentations. These stakeholder groups are listed below followed by the Table 2.

- Administrators in Executive Branch
- Members of Congress
- Members of International Cooperation Organizations
- UN peace process observers
- Journalists / Editors
- Select regional and municipal authorities
- Administrators in the Health and Education Ministries
- Administrators with the Guatemalan Social Security Institute
- Representatives of different Mayan organizations
- Member of the Secretariat for Peace (SEPAZ)
- Lawyers involved in groups assessing the Constitutional reform
- Judges and others knowledgeable of the legal system
- Private business sector representatives
- Leaders of private sector agrarian and industrial organizations
- Former Modernization authorities (Executive Branch)
- Consultants to the government

**Table 2. Workshop Presentations of Research Findings and Policy Recommendations from the Second Project**

Date	# of Attendees	Publication Title
1. February 3, 1998	50	“The First Peace Time Year”
2. April 29, 1998	40	“Educating for Peace”
3. June 25, 1998	82	“The Constitution for Peace”
4. September 10, 1998	81	“Health for Peace”
5. November 27, 1998	101	“Peace, Property and Development”
6. December 15, 1998	80	“A State in Times of Peace”

Publications: CIEN produced a series of documents as another means to disseminate its research and policy recommendations. The list below shows all publications that were utilized to spread CIEN’s decentralization research and policy recommendations. As shown above, some of CIEN’s publications were presented at various fora. Those publications appear here as the first two bullets. The last three bullets indicate the publications regularly used by CIEN to disseminate information. In this project they were primarily to highlight issues related to the four project themes.

- “Decentralization: A Path Toward Development and Peace”
- “Decentralization: Toward Peace and Development”. This series included six publications:
  - 1) The First Peace Time Year
  - 2) Educating for Peace
  - 3) The Constitution for Peace
  - 4) Health for Peace
  - 5) Peace, Property and Development
  - 6) A State in Times of Peace
- “Informe al Congreso”. Periodic reports published by CIEN’s Legislative Support Program (PAL). The primary audience for this publication is the Congress.
- “Carta Economica”. This monthly publication appears in a brochure format and was used to promote some of the recommendations generated in the CIEN’s second project. The publication is widely distributed to policy makers and opinion leaders. [A total of 35 were distributed over the entire period during which program activities took place, February 1996 – December 1998]
- “Temas Publicos”. Publication appearing periodically to provide more in-depth analysis of an issue.

Media Coverage: CIEN sought to gain media coverage in order to reach a wider audience with their findings and analyses and to generate public support for its policy recommendations and proposals. Table 3 summarizes the CIEN activities that involved the media. A description of the primary media organizations invited to participate in CIEN’s presentations appears below:

- Prensa Libre. The largest paper in Guatemala in terms of circulation (121,000). It appears only in Spanish and its readership consists mainly of the upper/middle class.

- Siglo XXI. The 2<sup>nd</sup> largest newspaper (circulation of 75,000). Outside of the capital approximately 6,000 – 7,000 copies are sold. Its target audience is mainly located in urban areas. The publication appears in Spanish except for a weekly English version.
- El Periodico. Guatemala city-based newspaper (circulation of 35,000), appearing only in Spanish. Readership is mainly upper income individuals.

**Table 3. Examples of Media Coverage**

<b>CIEN Event</b>	<b>Extent of Media Coverage</b>
1. April 15, 1997 presentation of the publication "Decentralization: A Path Toward Development and Peace".	25 members from the major newspapers (Siglo XXI, Prensa Libre, El Periodico), radio stations and television news programs attended. Radio and TV interviews of CIEN representatives were aired.
2. February 3, 1998 presentation of the issue "The First Peace Time Year"	2 articles on the topic appeared in Siglo XXI; 2 articles appeared in Prensa Libre. Total : 4 articles
3. April 29, 1998 presentation of the issue "Educating for Peace"	1 article appeared in Siglo XXI; 1 article appeared in Prensa Libre. Total: 2 articles
4. June 25, 1998 presentation of the issue "The Constitution for Peace"	2 articles appeared in Siglo XXI; 2 in El Grafico; 1 in El Periodico; 1 in Prensa Libre. Total: 6 articles
5. September 10, 1998 presentation of the issue "Health for Peace"	1 article appeared in El Periodico Total: 1 article
6. November 27, 1998 presentation of the issue "Peace, Property and Development"	1 article appeared in Tiempos del Mundo Total: 1 article
7. December 15, 1998 presentation of the issue "A State in Times of Peace"	1 article appeared in Siglo XXI; 1 article appeared in El Periodico; 1 article appeared in Tiempos del Mundo Total: 3 articles

In addition to the above articles, an undetermined numbers of articles and op-ed pieces (14 as reported by CIEN) also appeared in local newspapers.

### ***EVALUATOR'S ANALYSIS***

The following analysis will present evidence that indicates CIEN, through the use of presentations, dissemination of publications and media coverage, successfully achieved objectives #1 and #2.

Each element of CIEN's awareness raising activities (presentations, publications and media coverage) are examined below. A distinction is made within each of the three following sections as to each elements' effectiveness in heightening awareness and enhancing knowledge in the *public vs. the private* sector.

#### Presentations

- ❖ As both Tables 1 and 2 illustrate, policy makers and other key decision-makers within the government attended the presentations. Examples of individuals who attended select presentations include the Ministers of Health and Education, the Head of the General Property Registry and members of the Congressional Decentralization Committee.

Although mere attendance is not indicative of an increase in awareness across all participants, the findings of independent evaluation interviews with 6 individuals (panelists, participants and general

observers) did yield positive results. Interviews confirmed that the presentations were of a high quality; the diagnoses, background information and recommendations were all correct and concise; and the events were very effective in raising awareness and increasing the body of knowledge on the issue. One can reasonably presume that individuals in attendance at the very least learned of CIEN's research findings and policy recommendations. The results from post-presentation questionnaires administered by CIEN were also very positive as it concerned the quality of information presented and the usefulness of the topics.

Broad stakeholder representation (as illustrated in both tables) indicates that the presentations did reach the intended target audience of key policy makers and influential members of the government. The participation of all major stakeholders helped to add credibility to the issue.

This forum (through attendance and active participation) was not directly targeted at the general public. The presentations were more a means to grab the attention of the general public via the media coverage. This is addressed below in more detail.

- ❖ The presentations also successfully “contributed to the modernization and consolidation of a participatory democracy” (Objective #1). The extent to which the Guatemalan state may have become more modern, or more democratic, and whether one can **directly** attribute any such improvement to CIEN is difficult to determine. CIEN has contributed to meeting this objective in the following ways:
  - CIEN presentations, workshops and other fora played a significant role by facilitating the participation of various social actors, many of who are in the position of altering the profile of civil society. One individual stated the value-added of CIEN is that their activities give the opportunity for debate and democratic participation, and add to the collaborative spirit and to the learning process.
  - CIEN's decentralization message, by advocating that structures and mechanisms be put in place that allow for increased decision-making and participation in issues of economic and social development, reached individuals via the presentations as well as through publications and the media. Adding to the body of knowledge through the dissemination of this message contributes to the consolidation of a participatory democracy.
  - CIEN is one of only a few think tanks/NGOs working on decentralization and advocating for the implementation of effective, sound policies. (Others working on the issue include ASIES-Asociación para la Investigación y Estudios Sociales; CEES-Center for Economic and Social Studies; and APOLO-Association for Local Power) Although this evaluation did not specifically ascertain whether or not CIEN is “the leader” as it concerns its contributions to the above objective, findings did clearly indicate that CIEN and their work is highly regarded among all stakeholders.

Publications: CIEN publications, much like the presentations, were also targeted at policy makers and other influential decision-makers. Although publications did reach members of the general public, this evaluation did not employ methods to survey the public, so no conclusions are drawn in this report as to their usefulness in raising awareness or enhancing knowledge among this sector of the population.

As in the case of the presentations, the contents of publications were disseminated to the general public via media coverage of these documents.

- ❖ Individuals interviewed were aware of CIEN’s publications. All considered them a highly useful tool and an important source of information.
  - A representative from CACIF (the Coordinating Committee for Agriculture, Industrial, and Financial Associations), the principal representative of the organized private sector, stated that CIEN’s “*Carta Economica*” publication has been a useful tool for their own proper advocacy program.
  - One former executive branch member still receives CIEN’s publications and uses them as a reference.
- ❖ The results of questionnaires distributed to Congressmen and Congresswomen suggest that CIEN’s decentralization message is received and useful. 12.5% of the members (10 out of 80) responded which, while not a significantly high response rate, does provide some indication of Congress’ knowledge of CIEN and of the usefulness of their publications.
  - when asked whether they were “aware of the work being done by CIEN in the area of decentralization”, 8 responded affirmatively;
  - 8 “receive the CIEN publication *Informe al Congreso*”;
  - 6 “receive the CIEN publication *Carta Economica*”;
  - 4 “receive the CIEN publication *Temas Publicos*”;
  - asked if the “findings presented in CIEN’s publications have assisted you in any way”, 9 responded affirmatively. Select comments concerning how the publications have been of assistance included: “to hold diverse thoughts on economic issues of national importance”, “for the quality of information and statistics that will allow a more realistic view of planning themes” and “to act as an advisor on economic issues”.

Media Coverage: Media coverage was the primary mechanism used to reach a wider audience, to raise awareness and enhance the knowledge of the general public.

- ❖ The data below is offered as evidence that information concerning the decentralization work conducted by CIEN was disseminated and made available to the public. To the extent that CIEN undertook activities to ensure that its research findings and policy recommendations were disseminated, the goal of reaching the general public was achieved.
  - Major media outlets attended all CIEN events (Table 3)
  - A total 17 articles and 14 op-eds covering the presentations held in 1998 appeared in the major newspapers (Appendix E)
  - 10 of those articles appeared in *Prensa Libre* and *Siglo XXI*, the 2 largest newspapers in Guatemala in terms of circulation
  - Several television and radio interviews were aired in the days following the 1997 presentation

Additional evidence that information regarding the importance of decentralization has been made available to members of the general public includes:

- Regional seminars were held in Quetzaltenango, Teticapan and Antigua in 1997
  - Students, civic groups, labor organizations and unions, business guilds and various Mayan groups attended presentations during both projects
- ❖ Interview results indicated that the general public is aware of the decentralization issue. In the capital of Guatemala, this awareness was made apparent by letters to the editor referring to articles on decentralization. The nature of awareness at the rural level was described more as a basic needs issue. City officials and an NGO in Quetzaltenango stated that rural awareness of the importance of the issue has been demonstrated by communities' demand for basic health and education services.
- ❖ Although one of the purposes of media coverage was to make information available to the general public and thus, *indirectly* raise awareness and enhance knowledge, the effectiveness of this mechanism in attaining its objective may have been limited by a couple of factors:
- The major newspapers circulate primarily in Guatemala City. The chance of reaching the general population in the capital is good. It appears less likely that the rural areas receive equal or adequate coverage.
  - Second, the newspapers are published in Spanish. Recent data from the National Council on Literacy (Consejo Nacional de Alfabetizacion) list adult illiteracy at roughly 30%. The rate may be as high as 70% among the native Mayan. (Approximately 50% of Guatemala's 12 million inhabitants belong to one of the indigenous groups.) This further decreases the likelihood that a segment of the population is being reached.

### **C. Influencing the Policy Agenda and Debate**

Activities designed to "provide policymakers with specific and detailed reform proposals" (Objective #3) and to "promote the concept that decentralization be implemented as part of a larger plan of government modernization" (Objective #4) are examined in this section of the report. The focus of this section will be to assess the overall effectiveness of CIEN's advocacy efforts.

In order to better understand the context in which CIEN undertook its advocacy campaign, a brief description and overview of the Guatemalan Congress is required. The Guatemalan Congress consists of 80 members and 7 political parties. About 80% of the members belonging to two parties: the majority National Advancement Party (PAN) and the Guatemalan Republican Front (FRG).

As in many Latin American countries, the political system is presidential. The executive plays a significant role in setting the policy agenda. The general belief is that Congressmen represent their parties and therefore tend to vote by party. Members do not have offices within the Congress building, nor do they have formal staff to assist them in obtaining research-related material (such as statistics) to better inform themselves when issues are being debated in Congress. CIEN assists greatly in filling this void by regularly providing members with such information in the form of their various outreach / communications tools (Carta Economica, Temas Publicos and Informe al Congreso).

Furthermore, by maintaining a legislative advisory program office in the Congress building itself, CIEN is strategically placed to regularly meet with committees as well as individual members. This improves the ease with which they are able to conduct advocacy and to stay abreast of the issues in front of Congress.

### ***CIEN's Policy Recommendations and Advocacy Efforts***

A final component of the project was to provide specific policy recommendations and to advocate for their implementation. These recommendations were meant to address many of the goals in the Peace Accords by providing clear and concise proposals that linked peace with economic development.

CIEN made use of three mechanisms to provide policymakers with specific reform proposals: workshop presentations, publications and media coverage.

Presentations: CIEN policy recommendations that were presented at each of the events are cited earlier in Tables 1 and 2. The table summarizes the number of attendees as well as the stakeholder groups who attended and participated in the presentations. A total of 15 such presentations took place during the course of the two projects.

Publications: CIEN publications acted as a communications tool to present their conclusions and recommendations to a variety of audiences, the main one here being policymakers and influential members within government.

*"A Path Toward Development and Peace"*. A product of the first project, this publication contains 14 policy recommendations that addressed the existing legal and administrative obstacles to decentralization. See Appendix.

*"Decentralization: Toward Peace and Development"*. A product of the second project, this publication, which consists of 6 individual issues, contains 24 policy recommendations on how to proceed with decentralization in each of the project themes. See Appendix.

*"Carta Economica"*. A monthly publication that was published throughout the course of the two projects, it was primarily used to highlight the issues related to the project themes. That is, the publication highlighted the policy recommendations made in the two publications cited above.

Media Coverage: Media coverage was a means by which CIEN was able to further disseminate information concerning its policy recommendations to a wider audience and to strengthen support for them among all stakeholders. However, the target audience in most cases was the general public. Table 3 highlights the media coverage of CIEN presentations/publications.

### ***EVALUATOR'S ANALYSIS***

- ❖ CIEN's presentations, publications and the media coverage of events were effective mechanisms for providing policymakers with key reform proposals. Findings stated earlier in this report showed that presentations and publications in particular succeeded in targeting the key stakeholder groups (executive and legislative members of government) and in disseminating CIEN's research findings and policy recommendations.
- ❖ In providing a total 23 specific policy recommendations, CIEN successfully met objective #3 as stated. However, a more meaningful analysis of whether this objective was substantially met should

go beyond simply identifying whether recommendations were provided. A second level of this analysis was to ascertain whether or not legislators were even aware of the recommendations provided by CIEN. A brief questionnaire was distributed to Congress for this purpose.

A total of 10 responses out of 80 were received from Congress members. Although not a significant number of responses to draw any strong conclusions, the numbers do provide some indication of Congress' awareness of CIEN's recommendations.

- 6 members were able “to identify reform proposals on proposals provided by CIEN”
- 8 members were “aware of the work being done by CIEN on decentralization”
- All 10 members surveyed “had heard of CIEN”

Other key stakeholders interviewed were, without exception, aware of the specific reform proposals put forward and promoted by CIEN.

- ❖ A third level of this analysis is to examine the results of CIEN's recommendations. See the Appendix for a brief description of each CIEN recommendation. Table 4 identifies the four areas in which research was undertaken during the project, the number of recommendations made in each area and the result of those CIEN recommendations.

**Table 4. Results of Advocacy Campaign**

Research Theme	# of Recommendations Made by CIEN	Result
Fiscal Reform	3	No significant outcome.
Legal Reform	4	CIEN advocated strongly against proposed constitutional reform. In a national referendum in May of this year proposed constitutional reforms were rejected.
Property Registration	6	No significant outcome.
Health and Education Reform	10	Continued support of the PRONADE program.

- ❖ A description of the progress made in each of the above research themes follows:
  - Fiscal Reform. No significant legislative changes have resulted from CIEN advocacy efforts in this area. One reason is that CIEN chose to focus on this issue only during the first project. The findings from interviews revealed that this area is politically sensitive and therefore difficult to address given the current political context (upcoming elections in November).
  - Legal Reform. The fact that no legislative changes were witnessed in this area is somewhat misleading. In fact, CIEN was a strong advocate against many facets of the proposed constitutional reforms (e.g. against the Yes/No blanket vote format that was utilized). The fact that no legislation or no reforms were passed can be seen as a positive result.

Although the success of the no vote is not directly attributable to CIEN's advocacy efforts, the presentations did reach the intended target audiences (attendees included members of the Secretariat for Peace, Congress and other influential lawyers and judges). CIEN's workshop presentation on the constitution also received wide media coverage in the days following it (6 newspaper articles appeared).

- Property Registration. CIEN's presentation did go far in reaching a large audience (the 101 attendees was the largest of all presentations) and disseminating their proposals to the most significant stakeholders. However, as of yet no significant legislative changes have resulted from CIEN's advocacy efforts in this area.
- Health and Education Reform. Results of CIEN's efforts in this area include:

- 1) The PRONADE program (National Program for Educational Self-Management) is a system in which local communities are actively involved in the decision-making process. In most models, parent boards hire the teachers and are responsible for the administration of the school. PRONADE programs exist in 20 of the 22 departments. Today these schools are attended by more than 163,000 children.

Legislation that created the PRONADE program did not come about as a result of recommendations made during the course of this project but just prior to its beginning. CIEN has actively advocated throughout the project for the continuation of the PRONADE program.

CIEN played an integral role in establishing the PRONADE system. CIEN helped to develop the mission statement. At the suggestion of CIEN, PRONADE established a trust fund to facilitate the transfer of money from the government to committees. In 1997, the trust fund idea was signed into law. There also exists a high level of support for CIEN's recommendations in the Ministry so the likelihood that this program will be sustained is strong. Sustainability is also strengthened by the fact that this program has the support of the Minister of Education who participated in CIEN's presentation on educational reform.

- 2) A parent-teacher association (PTA) program called "juntas escolares", one of GTZ's (the development agency of the German government) programs for which the basic principles of the program were established by CIEN. The program exists in 13 out of 22 departments.

❖ The above analysis reveals that CIEN satisfied the fourth project objective (to promote the concept that decentralization be implemented as part of a larger plan of government modernization). Evidence of CIEN's effort to promote decentralization include:

- the numerous presentations, publications and media coverage, all which focused attention on the importance of the decentralization issue and its relevance to the Peace Accords;
- identifying and obtaining the participation of key stakeholders, many of whom are in positions to shape the political agenda; and
- the 23 recommendations and proposals directed at Congress and other key decision-makers which are specifically aimed at shaping government policy.

It should be noted, however, that the advocacy effort did not successfully result, in all cases, in the *implementation* of specific recommendations as part of the government policy. A few mitigating factors worthy of note include the following:

- 1) Most relevant is the issue of time. It has only been about one year since the time of the dissemination of the recommendations and in some cases, it has been less (recommendations for

reforming the general property register were made six months ago). It may a great deal to expect legislative change in such a relatively short period of time.

- 2) The constitutional reform issue (the vote for which took place in mid May 1999) occupied much of the political debate for a long period of time. This issue was seen as vital to the Peace Accords. This fact may have well diverted people's attention from some of the other issues under examination by CIEN.
- 3) More difficult to determine the exact effect of, but still a major factor, is the significance of the fact that Guatemala has just recently come out of 36 years of civil war. By many estimations, Guatemala is a weak state in which legislative processes may still be suffering from a lack of political leadership and experience.

Evaluation findings indicated that CIEN made efforts to promote the concept that decentralization be implemented as part of the government plan for modernization. The policy recommendations made by CIEN do provide the current administration a framework to meet specific targets established in the Peace Accords. In general, the recommendations aimed to improve government services, increase accountability and encourage greater community participation in the decision making process. In advocating for decentralization, CIEN garnered support from a broad cross-section of stakeholders (including key government officials) for their recommendations to create new mechanisms that will permit broader civic participation in the development of local communities as well as in setting the policy agenda at a national level.

Some consideration should be given to CIEN's legislative accomplishments that took place outside of the timeframe and scope of this decentralization project. This indicates that CIEN has had some success in the past as it concerns effecting change in the policy arena. Over the last eight years, 8 specific laws or decrees have been passed as a result of CIEN's recommendations in the area of decentralization. (See Appendix)

#### **D. General Observations**

An additional aim of this evaluation was to identify particular program strengths and weaknesses or other related factors that might have contributed to the success of the project.

- Strong Identity. CIEN is first and foremost a research institute. In addition to possessing a competent, capable and conscientious staff, CIEN's ability to focus on its mission of promoting the economic and social development of Guatemala contributed to program success.
- Good Reputation. Maintaining a strong identity and a clear vision is relevant because it appears to have been a contributing factor to why CIEN is perceived by all as a credible organization. It was heard a few times while conducting this evaluation that CIEN is *politically neutral*. This is particularly important given the context in which this project took place. Coming out of 35 years of civil unrest, society's trust in government and its policies might be characterized as weak at best. Not being perceived as "affiliated" in any way to the government was certainly beneficial in garnering a broad base of support.
- Timing is Essential. The timing of the project as witnessed by CIEN's ability to link their research and policy recommendations to various articles found in the Peace Accords most likely contributed positively to raising awareness and focusing attention on the decentralization issue.

- Although no meaningful weaknesses were identified during this evaluation, suggestions for improvement are discussed in the recommendation section.

An additional noteworthy finding of this evaluation was the importance that almost all those interviewed placed on education and health reform. The Executive Director for the umbrella organization for the private sector even listed health and education among the top five issues of interest to his organization and its members. Without reform and improvements in these areas, he stated the capacity of society as a whole to be productive would be severely diminished.

Most understood the role to be played by the private sector in educational reform, especially seeing the private sector stands to gain the most from a highly educated populace and the most to lose when its workers are unable to compete effectively. One example of private sector involvement in Guatemala is the National Association of Coffee's role in promoting school centers inside of farms as a means to improve communities.

The finding illustrates how the decentralization issue contributes to CIPE's objectives. The private sector, by participating and assisting in the process of educational reform like in the case above, ensures that students receive an education. The acquisition of technical and analytical skills will eventually lead to the growth and development of the private sector. Moreover, enabling individuals with the power and tools to solve problems, cooperate, and think on their feet is a needed ingredient in helping democracies to prosper.

## **CONCLUSIONS AND RECOMMENDATIONS**

In Guatemala, a country that endured years of civil strife and suffering during which time civic participation and civic institutions were virtually non-existent, CIEN plays an important role. CIEN is a purveyor of information and an advocate for democratic social and economic policies. By providing information, CIEN ensures that the process, whether the issue be decentralization or other, is more transparent. CIEN must constantly remember that information needs to be made accessible to civil society, particularly as it concerns decentralization. Clearly communicating research results and identifying the existing resources and the mechanisms that are available to the general population will facilitate awareness-raising within civil society. In conjunction with a strong advocacy program, heightened awareness can then increase the chances of policy reform.

CIEN successfully completed all proposed project activities and satisfactorily achieved project objectives. Evaluation findings revealed that:

- CIEN conducted research that was widely recognized as being of high quality. This effort laid the foundation for the subsequent advocacy campaign;
- A broad cross-section of key policymakers attended CIEN presentations and received their publications, thereby enhancing their awareness and knowledge of the decentralization issue;
- CIEN advocated decentralization be implemented as part of a larger plan of government modernization by providing policymakers with more than 20 recommendations, proposals that were widely supported by individuals in and out of government; and

- CIEN's activities, by offering various fora that provided the opportunity for debate and democratic participation from a variety of social actors, have contributed to the consolidation of a participatory democracy.

The outlook for CIEN as it continues in its efforts to promote decentralization in the areas of health and education is positive. CIEN has broadcast the message concerning the importance of decentralization to the economic and democratic development of Guatemala. CIEN is well positioned in that they are widely regarded as a politically neutral research institute that has broad support among many key stakeholders.

### **Enhancements to Current Activities**

In a project to commence this year, CIEN proposes to build upon the success and support that they have garnered in the area of educational and health reform. Many of the following recommendations concern the decentralization project that was the subject of this evaluation but are also intended to assist CIEN to increase the effectiveness of future projects.

- ❖ Develop an advocacy strategy for promoting the recommendations made during the two decentralization projects. Although CIEN has decided to focus its next project on decentralizing the health and education sectors, serious consideration should be given to a continued advocacy effort for the recommendations made in the areas of property registration, fiscal and legal reform. The upcoming November 1999 election may provide an opportunity to re-focus the debate on the decentralization issue. The following options could be explored by CIEN:

- Identify the level of interest among the private sector for assisting in such an advocacy effort
- Approach other donors (World Bank, IMF, IDB) with the idea of funding a regional advocacy effort
- Discuss the idea with locally-based NGO's to determine their level of interest in a collaborative advocacy effort

### **CIEN Management Response**

#### ➤ "Lineamientos" project

The opportunities that are coming with a new government will enable CIEN to promote decentralization proposals, and more specifically, to promote and support the health and education reforms. CIEN worked in 1999 in the project "Lineamientos de Política Económica y Social para Guatemala, 2000-2003" – Guidelines for Economic and Social Policy for Guatemala, 2000-2003 – with the support of a Guatemalan private sector foundation. This project was prepared with the objective of indicating the guidelines for a coherent and integral government program, including:

- Introduction – philosophical framework –
- Macroeconomic Area
- Citizen Security Policy
- Fiscal Policy
- External Commercial Policy

- Energy and Communications
- Transportation Policy
- Environmental Issues
- Financial Sector
- Social Security
- Education
- Health
- Housing
- Employment
- Fight Against Poverty Strategy

The presentation and discussion of recommendations included in the “Lineamientos” project is a very good vehicle to disseminate decentralization issues, as a guiding principle of government. Meetings with political parties, future government officials and ministers are a good way to promote decentralization actions.

This collection of documents will also give CIEN the possibility to participate in several seminars, conferences and workshops with different society sectors, including NGOs. CIEN will look forward to invitations from NGOs, associations and other groups that wish to get a presentation.

➤ Strategic alliances

Work with civil society groups that promote decentralization will be strengthened. For example, APOLO (Association for Local Power) is a good way to broaden awareness-raising efforts, as this grass-roots association works exclusively in decentralization issues. We will approach APOLO for future collaboration in the advocacy phase.

CIEN will promote contacts with Mayan groups to analyze the possibility of preparing a summary of decentralization recommendations in the main three languages (Cakchiquel, Quiché y Kekchí). But, we shall not forget that CIEN’s mission is oriented basically to influence policy makers.

- ❖ Continue to Include the Executive in Advocacy Efforts. Up to this point, CIEN has made a conscious effort to include all major stakeholders in their project activities. Especially important is to continue inviting and targeting members of the Executive branch in any current or future advocacy efforts. Given the importance of the Executive oftentimes in setting the policy agenda, “having the ear” and support of key Executive branch members will improve the chances of moving legislation forward.

In the context of the current project, CIEN should be able to build upon the support and commitment to reform shown by the Minister of Education, the Minister of Health and Public Assistance and the Vice President during their participation in the workshop presentations.

- ❖ Attempt to Broaden Awareness-Raising Efforts. Broaden in the sense that the decentralization message could be voiced louder at the regional or local level. It is clear from this evaluation that CIEN has the ear of key stakeholder groups located in Guatemala City. This is certainly important given Congress’ power to act on those recommendations and effect change. It is less clear, however, the extent to which the general public is aware of or is receiving the message.

By ensuring that the message is delivered to a larger share of the population (those who have the most to gain from improved service delivery and increased participation in decision-making) CIEN can facilitate consciousness-raising on the part of citizens and increase the chances that policy-makers act upon those recommendations.

### CIEN Management Response

#### ➤ Media Coverage and Monitoring

Radio participation can be a very good example of how to get to the general population. Radio media has been an important way of transmitting ideas for CIEN. In the evaluation report, this topic is missing. Every week there is at least one comment or the participation of a member of CIEN's staff in radio programs related to national issues or economic topics. We could well enhance and monitor people's opinions of those programs and participation. In the following table we are enclosing the results of our coverage in newspapers, radio and television, measured by the number of articles converted to pages published and radio and television minutes .

#### **CIEN Media Coverage**

<i>Media</i>	<i>1995</i>	<i>1997</i>	<i>1998</i>
Newspapers (pages)	149	187.1	245
Radio (minutes)	---	113	651
Television (minutes)	---	93	50

Source: CIEN.

The numbers show that in the last two years CIEN has increased its coverage in newspaper pages and in radio minutes as well. This is a very important tool to get to the general public and present decentralization conclusions to them. Now, we even have a weekly regular participation in RCN noticias to present our opinions regarding economic and social policy.

- ❖ Implement Mechanisms to Measure Awareness-Raising Efforts. Given the importance of advocacy to CIEN's program, effective mechanisms designed to assist in the dissemination of the decentralization message and to better measure impact and awareness-raising (at the local level) should be put in place. The reasons for this are twofold. One, quite obviously, is to improve the advocacy component by reaching more people. And second, to improve upon reporting results by identifying concrete examples of impact and changes in awareness.

The following mechanisms could be utilized to address these issues:

- Utilize Existing Contacts. CIEN's network of contacts with locally-based NGOs such as FUNDAP and or with agencies such as the German Agency for Development (GTZ) could be used to disseminate CIEN publications and outreach tools as a means of strengthening the advocacy component.

These organizations and agencies could be asked to document examples of program impact stemming from the CIEN recommendations. In essence, the organizations would

be providing CIEN with data on how improved delivery of health and education services, for example, impacted the lives of local citizens or how increased awareness resulted in greater participation.

- Monitor Letters to the Editor. Monitor letters to the editor written in response to CIEN op-eds or the coverage of CIEN outreach events. This will give some quantifiable indication as to the degree to which the issue is being followed. Also, to the extent that it is possible, this could be tracked in outlying areas to get some indication of the level of awareness outside of the capital.
- Include a Survey in the Publications. Although no negative remarks were received about any of CIEN's publications, it might prove very useful to include a survey, possibly annually, as an insert in either the Carta Economica or Informe al Congreso publication. This could provide information such as identifying the audience reading the publication, the frequency with which it is read, the purpose for which it is used and lastly, concrete examples on how it has been useful (impact).
- Identify Mechanisms to Address the "Language" Aspect. One area of CIEN's awareness raising activities that needs to be given consideration is how to reach larger illiterate indigenous populations. The question needs to be asked does CIEN's message even reach this audience? The media coverage in Spanish would appear to be ineffective in reaching this audience. The above mechanisms are of little value as tools to measure awareness if the population is illiterate. One possible exception is the role NGOs could play in spreading the message by word of mouth.

### **Enhancements to Future Activities**

- ❖ Tailor the Objectives to Project Activities. The objectives for the past three projects have remained unchanged. Although each project has always centered around the issue of decentralization, differences in the nature of the projects necessitates "customizing" the objectives a bit.

The first decentralization project was packaged as general research on the obstacles to decentralization in four areas. The second involved more of the outreach and advocacy aspects of the project. The current project seeks to advocate for specific policy changes to promote decentralization in two areas, education and healthcare.

Objectives should correspond to these subtleties. For example, as in the case of the current project, objectives could read "raise awareness of the importance of decentralization of the health and education areas". And, as discussed in this report "to provide policymakers with specific reform proposals" as an objective is too easily attainable. The objective should be more than just to provide recommendations but rather to

However meticulous it may seem, this comment is intended to strengthen current and future projects, and to facilitate the evaluation process by making objectives more realistic and activities easier to measure.

- ❖ Remain Politically Neutral. A factor that helped contribute to the success of this project was the ability of CIEN to base their analyses in facts. Advice to remain academic and to "not get too close" to any political party was heard by many. This may prove to be particularly important this year in light of the upcoming November elections and the likelihood that decentralization will be an issue of

discussion. Continue to provide data that compares and contrasts (and illustrates the inequalities that exist between) the rural vs. urban areas. This could also help to heighten awareness at the local level.

**Appendix A**  
**LIST OF INDIVIDUALS INTERVIEWED**

**CIEN Staff**

**Maria del Carmen Acena**, Director

**Jorge Lavarreda**, Director of Social Area

**Carlos Prera Estrade**, Director of PAL (Legislative Advisory Program)

**Rodolfo Merida**, Program Associate

**Project Stakeholders**

**Virgilio Alvarado**, Member of Peace Accords Committee for Educational Reform

**Emanuel Seidner**, Executive Director, National Program for Competitiveness

**Carroll Rios de Rodriguez**, Center for Economic and Social Studies (CEES) and Association for Local Power (APOLO)

**Estuardo Samayoa**, Center for Economic and Social Studies (CEES) and Association for Local Power (APOLO)

**Ramon Parellada**, Center for Economic and Social Studies (CEES) and Association for Local Power (APOLO)

**Jorge Jacobs**, Center for Economic and Social Studies (CEES) and Association for Local Power (APOLO)

**Gustavo Saravia**, Ex-Modernizor for the State

**Patricia Castellanos**, Representative for the Ministry of Finance

**Luis Figueroa**, Siglo XXI (newspaper)

**Roberto Ardun**, Executive Director, Coordinating Committee for Agricultural, Commercial, Industrial and Financial Associations (CACIF)

**Jose Roberto Lopez**, Resident Representative, World Bank

**Horacio Alvarez**, GTZ, Consultant

**Roberto Gutierrez**, FUNDAP, President

**Jorge A. Gandara Gaborit**, FUNDAP, Executive Director

**Eunice Alvarado**, FUNDAP

**Roberto Queme**, Mayor of Quetzaltenango

**Edelberto Torres**, United Nations Development Programme, Advisor for Human Development

## Appendix B

### Recommendations: "A Path Toward Development and Peace"

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Consult the table on pages 72-75 in the CIEN Publication "A Path Toward Development and Peace". Included in that table are the major obstacles, the entity responsible for executing each recommended measure and a recommended timeframe for its execution.

1. Continue with the Modernization Program and the Strengthening of the Executive Branch
2. Legal Reform
3. Introduce Information Systems
4. Deconcentrate the Public Finances
5. Reform the Administrative Ministerial Process
6. Cooperative Institutes
7. Reduce and Finance the Social Funds
8. Restructure Regional Departments
9. Strengthen Municipal Finances
10. Pass the "Law of Associations"
11. Continue with the General Property Registry
12. Establish Personal Property Taxes
13. Establish Alternative Titling Mechanisms
14. Establish Land Tribunals

## Appendix C

### Recommendations: “Decentralization: Toward Peace and Development”

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The CIEN publication “Decentralization: Toward Peace and Development” was a product of the second decentralization project. The publication consists of six separate issues each containing specific policy recommendations. The first publication (entitled “The First Peace Time Year”) was an introductory issue not containing any specific recommendations.

#### *Publication #2: Educating for Peace*

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1. Reform the national education law
2. Plan how to implement the education reform
3. Promote schools autonomy via “educational committees”
4. Define concretely what represents educational quality
5. Strengthen PRONADE, having it work with a decentralized educational ministry

#### *Publication #3: The Constitution for Peace*

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1. The country’s constitution is a means, not an end
2. Must keep population well informed about the proposed reforms and promote their discussion
3. Must establish general regulations, typical of the rule of law, avoiding creation of rules for specific groups
4. Democratic voting

#### *Publication #4: Health for Peace*

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1. Long-term vision
2. System of universal health care
3. Decentralization
4. Make SIAS flexible with continued government financing
5. Improve health statistics

#### *Publication #5: Peace, Property and Development*

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1. The principle of private property must be guaranteed
2. The strategy to attain the objective of “a country of owners” must be based on a long-term vision
3. Property surveys and titling are essential to provide legal guarantees to registered and titled property rights
4. The modernization of the property registry and other related actions cannot be achieved if they are not congruent with policies at a national level; these must be oriented so that an equitable and legal solution can be found to land ownership issues.
5. The “Supplemental Titling Law” must be modified to be more accessible
6. Must provide alternative solutions other than the judicial courts for resolution of land conflicts that can’t be resolved through negotiation or conciliation

#### *Publication #6: A State in Times of Peace*

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1. A long-term strategy for the nation
  2. Communication strategy
  3. Strengthening of the technocracy and the leadership
  4. Strengthen the participation of the citizens
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## Appendix D

### CIEN'S LEGISLATIVE ACHIEVEMENTS

1990 - 1995	1996 - 1998
<p><u>Economic Area:</u></p> <ul style="list-style-type: none"> <li>• Contribution to the macroeconomic stability</li> <li>• Support of fiscal reform(Tax Modernization Program)</li> <li>• Support to the financial reform (<b>Law decree 23-95</b>)</li> </ul> <p><u>Social Area:</u></p> <ul style="list-style-type: none"> <li>• Restructuring of the health Sector (Governmental Accord of Employers, <b>Accord 8-95, and the implementation of the new Health Code</b>)</li> <li>• Started the discussion on the Social Security Reform(1<sup>st</sup> seminar on Social Security)</li> <li>• Started the Program on self-management education (Saq-be Project)</li> <li>•</li> </ul> <p><u>Infrastructure Area:</u></p> <ul style="list-style-type: none"> <li>• Support to the sector of electricity (<b>Law for the demonopolisation of the Electricity Sector, Decree 64-94</b>)</li> </ul>	<p><u>Economic Area:</u></p> <ul style="list-style-type: none"> <li>• Study on the indicators for the Evaluation of the Economic and Social Policy (the diagnostic and proposal are still pending to be implemented for the Minister of Economy)</li> </ul> <p><u>Social Area:</u></p> <ul style="list-style-type: none"> <li>• Implementation of the National Program for Educational Self-Management – PRONADE – (<b>Accord 457-96</b>)</li> <li>• Analysis and design of a document that will propose a reform for the regulation on private education (pending approbation of regulation)</li> <li>• Elaboration of the reform on social security (is part of the three Law projects, approbation is pending)</li> </ul> <p><u>Infrastructure Area:</u></p> <ul style="list-style-type: none"> <li>• Telecommunications reform (General Law on Telecommunications, <b>Decree 94-96</b>, restructuring of tariffs, support to the Telecommunications Superintendency (SIT))</li> <li>• Reform of the sector of electricity (support in the new legal frame, <b>Decree 93-96</b>)</li> <li>• Reform of the sector of aeronautics (elaboration, approbation and implementation of the <b>General Law of Civil Aeronautics, Decree 100-97</b>)</li> <li>• Reform of the sector of hydrocarbons (contribution to the editing for the <b>Law of Commercialization of Hydrocarbons, Decree 109-97</b>)</li> </ul>