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COUNTRY STRATEGY OUTLINES

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COUNTRY STRATEGY OUTLINE— GUATEMALA

ABSTRACT

This is a second-generation CSO which succeeds the previous one (document WFP/EB.2R/97/3/Add.3) for the period 1998-2002. It is submitted to the Executive Board along with the Evaluation of the Country Programme for Guatemala (1998-2002) carried out in December 1999. As the United Nations Development Assistance Framework (UNDAF) will commence in 2001, the current WFP Country Programme cycle is being shortened to harmonize it with the UNDAF period. The CSO (2001-2004) will now focus on improving performance based on the recommendations of the Evaluation Report, namely to improve gender focus, targeting, monitoring and evaluation, and strengthening partnerships. In accordance with decision 1999/EB.A/2 of the Executive Board, this CSO focuses its development activities on objectives 1, 3 and 4: enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs; make it possible for poor families to gain and preserve assets; and mitigate the effects of natural disasters, in areas vulnerable to recurring crises of this kind.

Following the signing of the Peace Agreements in late 1996, Guatemala still faces considerable development challenges. It is classified as a low-income, food-deficit country (LIFDC). The FAO Aggregate Household Food Security Index (AHFSI) for 1993-95 was 70.9. It is estimated that the local production of maize, rice and beans—local staples—covers only 60 percent of national demand. The per capita gross domestic product (GDP), estimated at US\$1,640 in 1998, is very unequally distributed, with concentrations of extreme poverty in the highlands populated mainly by indigenous groups. The under-5 mortality rate is 79 per 1,000 live births. The UNDP Human Development Index for Guatemala is 0.617, which ranks it 117 out of 174 countries. Average daily rural wages of 19.65 quetzales (US\$2.54) can only cover half of the cost of a basic food basket for a family of five, estimated by the National Statistics Institute (INE), to be 38.50 quetzales (US\$4.96) in 1998. INE further estimates that out of a total population of 11.2 million, 65 percent live in poverty in rural areas; of these rural poor, 75 percent live in extreme poverty. Rural poverty is linked to a high percentage of the population (mainly indigenous) living in these areas, and to a highly uneven land distribution.

Poverty and food insecurity in Guatemala have worsened as a result of devastating natural disasters. During the first week of November 1998, Guatemala was seriously affected by Hurricane Mitch, which—together with tropical storms generated by El Niño—caused severe damage to basic social and productive infrastructure in 25 municipalities of 14 departments of the country; the extent of this damage is estimated at US\$250 million.

Guatemala is still deeply afflicted by food insecurity, reflected in the poor nutrition and health indicators: 42 percent of children under 3 suffer from chronic malnutrition. Daily per capita calorie intake in 1996 was 2,191 kcal, compared to the recommended level of 2,254.

WFP future activities will target the following groups: a) marginal subsistence, and landless farmers; b) malnourished, vulnerable women and children; c) widowed mothers and single women heads of household; d) families affected by conflict who face severe food insecurity; and e) population affected by natural disasters.

NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal point(s) indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2645).



LIST OF ACRONYMS USED IN THE TEXT

| | |
|------------------|---|
| ADR | Rural Development Support Fund |
| CCA | Common Country Assessment |
| CONASAN | National Advisory Board for Nutrition and Food Security |
| CONRED | National Coordination on Emergencies Team |
| CRS | Catholic Relief Services |
| ENIGFAM | National Family Income Survey |
| FRG | Frente Republicano Guatemalteco |
| FIS | Social Investment Fund |
| FODIGUA | Indigenous Development Fund |
| FONAGRO | Fund for the Reactivation and Modernization of Agriculture |
| FONAPAZ | National Peace Fund |
| FONATIERRA | National Lands Fund |
| FSDC | Fund for Solidarity in Community Development |
| GDP | Gross domestic product |
| INDECA | National Institute for Agricultural Trade |
| INE | National Statistics Institute |
| MAGA | Ministry of Agriculture |
| MOLIVS/MOVIMONDO | Italian NGO association |
| OPEC | Organization of Petroleum Exporting Countries |
| PROSAF | The Household-Level Food Security Project |
| SDI | Social Development Institution |
| SEGEPLAN | Secretariat for Economic Planning and Programming of the Presidency |
| SOSEP | Secretariat of Social Works of the First Lady |
| UNDAF | United Nations Development Assistance Framework |
| UNIFEM | United Nations Development Fund for Women |
| VAM | Vulnerability Analysis and Mapping |
| ZONAPAZ | Peace Zone |



FOOD INSECURITY AND THE HUNGRY POOR

Food Insecurity at the National Level

1. Guatemala is classified as a low-income, food-deficit country (LIFDC). Food security has been deteriorating in recent years, with a decreasing availability of food at the national level. Domestic food production has consistently risen at a slower rate than that of the population. The World Bank indicates that domestic production grew at a rate of 17 percent in the period 1990–97, whereas the population grew at a rate of 20 percent over the same period. FAO's Aggregate Household Food Security Index (AHFSI) for 1993–95 was 70.9. The Ministry of Agriculture's (MAGA) projections on availability of basic grains indicate a deficit of 186,072 metric tons of maize and 13,969 of beans for 1999/2000. These deficits are mirrored at the household level, where it is estimated that a household (average of five members), requires 1.5 metric tons of food a year while it may produce only 1.04 metric tons per hectare per year (average plots tend to be much smaller than 1 ha).¹ It is estimated that the local production of the three main staples—maize, rice and beans—only covers about 60 percent of the demand.
2. The population's poor nutritional and health status—conditions mainly caused by inadequate diets and the low nutritional benefits derived from the intake of food—also reflects food insecurity. The daily energy intake in 1996 was 2,191 Kcal per capita against the recommended level of 2,254. This indicator is very low compared to countries of medium human development (2,695) and much closer to countries of low human development (2,154).² The low calorie intake is largely related to low income. The minimum daily income required to provide a five-member household full access to a basic food basket is 38.50 quetzales, while the minimum daily wage in rural areas is only 19.65 quetzales.³ In addition, it is important to note that rural households allocate more of their budget to consumption than do urban dwellers. Consequently, this makes food security at the rural level more dependent on shifts in income.
3. Infant mortality, as estimated by the National Statistics Institute (INE), stands at 57 per 1,000 live births, and the under-5 mortality rate is 79 per 1,000 live births. Malnutrition is the third leading cause of mortality. At the national level, global malnutrition for children under 5 years of age is 25.6 percent. However, there are regional differences. In the northwest region malnutrition in this group is estimated to be as high as 33 percent.⁴ Of particular concern is the deteriorating health and nutritional status of infants, who suffer from late weaning and supplementary feeding, inadequate feeding practices, and poor food preparation. Chronic malnutrition among children under 3 years of age is 42 percent—the highest in the Latin America and Caribbean Region. Furthermore, there are significant vitamin-A deficiencies in children aged between 1 and 5 years (15 percent) and anaemia among children and women of child-bearing age. A micronutrient survey undertaken in 1996 found that 39.1 percent of adult women suffered from anaemia.

¹ WFP and MAGA, February 2000.

² World Bank, 1999.

³ Common Country Assessment (CCA), United Nations, February 2000.

⁴ CCA, United Nations, February 2000, Gender Study, WFP/Guatemala, 2000.



4. Officially only 25 percent of Guatemalan women are part of the economically active population. However, the participation of women in rural activities goes largely unrecognized, even though they may work an average of 15 hours a day. It is estimated that in 1998 women constituted up to 18 percent of the rural work force.⁵ More than 300,000 women are heads of household, which means a further responsibility added to those of caring for and educating their children, and earning for the family's survival. The wages of women heads of household are 20 percent lower than those of men.
5. There are also significant gaps in access to education: 48 percent of adult women are literate, compared to 62 percent of adult males.⁶ School attendance is not regular for the rural poor and girls tend to drop out before boys. Cultural factors also contribute to food deficits within the household. Traditionally, men eat first, followed by children and then women who eat last.

Poverty and Food Insecurity

6. The incidence of poverty and food insecurity in Guatemala is widespread. In 1999, the per capita GDP was estimated at US\$ 1,640.⁷ This figure is lower in real terms than it was in 1975. The UNDP Human Development Report for 1999 ranked Guatemala 117 out of 174 countries, with a Human Development Index (HDI) of 0.617.
7. The most recent estimates of poverty (March 1999) of INE indicate that out of a total population of 11.2 million, 65 percent live in poverty in the rural areas. It is estimated that 75 percent of those families live in extreme poverty. Poverty is concentrated in 94 rural municipalities in the west/northwest and northeast parts of the country, mainly in the departments of Chimaltenango, Solola, San Marcos, Huehuetenango, Quiché, Totonicapan, Alta Verapaz, El Petén and Izabal.
8. Poverty and food insecurity in Guatemala are closely connected. The poverty concentrated in rural municipalities is linked to the high percentage of the population (mainly indigenous) living in these areas, a highly uneven land distribution and fragmentation of smallholdings.

| LAND DISTRIBUTION AND NUMBER OF AGRICULTURAL PRODUCERS BY FARMER TYPE | | |
|---|----------------------------|------------------------------|
| Production Type | Percent of total producers | Percent of agricultural land |
| Below-subsistence farmers | 37 | 3 |
| Subsistence farmers | 59 | 17 |
| Surplus farmers | 3.85 | 10 |
| Commercial farmers | 0.15 | 70 |

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| Below-subsistence farmers | 37 | 3 |
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9. As can be seen above, the majority of farmers have very little land available for production, while commercial farmers, who represent in number a very small percentage of

⁵ WFP, March 2000.

⁶ CCA, United Nations, February 2000.

⁷ CCA, United Nations, February 2000. However, Central Bank source estimates GDP at US\$1,450 for 1998.



total farmers, control the majority of the land. Ownership of land was a key issue in the signing of the Peace Agreements in 1996. However, to date little progress has been made on land titling issues.

10. In conjunction with the land constraints, low levels of education and historically low public investment and social spending in rural areas limit the rural population's ability to enter into productive activities. Social expenditure on education is only 1.7 percent of GDP, while the average for Latin America is more than double this, at 4.5 percent.⁸ Guatemala has the lowest investment in education in Central America. The particularly low level of education among rural and indigenous populations remains an enormous challenge.
11. Over 50 percent of the labour force is engaged in agricultural production. In the rural areas, this figure rises to 74 percent.⁹ However, poor productivity, coupled with the small size of plots (0.2–0.4 ha) owned or settled by most of the subsistence farmers, has led to low employment levels and high under-employment. It has also resulted in chronic production shortfalls that translate into low incomes for household consumption and food scarcity. As a result, migration to cities and out of the country has increased.
12. The availability of food for small rural producers is also affected by the lack of adequate technologies and household facilities for the post-harvest management of basic grains, resulting in poor harvests and losses ranging from 15 to 30 percent of output.¹⁰ Poor marketing conditions (lack of access to markets, roads or means of transportation) worsen the situation.
13. Food insecurity for some groups is considerably worse than for others. Indigenous groups have the highest population growth and fertility rates in the country at almost six children per woman,¹¹ and their food insecurity problems are chronic and on the rise. Problems for the indigenous population stem from their historic social exclusion, which has led to a lack of access to land, education and health services. Thus, levels of illiteracy, malnutrition and infant mortality are all highest among the indigenous population.

Food Insecurity and Environmental Factors

14. Environmental factors contribute to food insecurity. Key among these are deforestation and soil erosion processes: about 100,000 ha of forest are lost each year through deforestation; soil erosion is between 20 and 300 tons per hectare per year in non-deforested areas, and between 700 and 1,100 in deforested areas.¹²
15. It is estimated that there are some 89,433 square kilometres of agricultural land, of which the majority falls into the category of land prone or very prone to erosion. Food insecurity is high for farmers on these lands, as well as for those settled on riverbanks vulnerable to floods. These are subsistence and below-subsistence farmers. They normally apply traditional low-input agricultural practices and produce crops for periods of eight months only. They also tend to over-exploit the land, which results in further erosion and poor yields.

⁸ HDI, UNDP, March 1999.

⁹ Cuadernos de Desarrollo Humano, UNDP, March 2000.

¹⁰ MAGA, March 2000.

¹¹ CCA, United Nations, February 2000.

¹² WFP, 2000.



16. These households, even under normal conditions, face the risk of food insecurity. In Guatemala's case, this risk has been exacerbated by the onset of frequent and recurring natural disasters, affecting food availability for large numbers of the population, often leading to crisis situations. Guatemala's food production suffered from the effects of El Niño and was further worsened in 1998 by Hurricane Mitch, which caused major problems of food availability. The deforestation and soil erosion referred to above reduced the capacity for absorbing the heavy rains brought on by Mitch.

Key Constraints to Achieving Food Security

17. From the above analysis, it emerges that the key constraints to achieving food security in Guatemala are:
- Land distribution and titling issues;
 - Inadequate infrastructure in rural areas;
 - Poor land quality and lack of adequate facilities for post-harvest management;
 - Lack of adequate social investment;
 - Environmental problems linked to deforestation and soil erosion;
 - Severe climatic fluctuations; and
 - Exclusion of indigenous communities from mainstream economic activities.
18. From past experience, food aid in Guatemala has a unique role to play in addressing these issues that other forms of development assistance cannot. It helps to directly meet one of the most basic needs of poor families—access to food. Further, because of its direct nature, food aid provides an immediate form of support, which in the context of well-targeted interventions effectively constitutes a valuable pre-investment for marginal subsistence.
19. Furthermore, by improving the nutritional status of recipients, food aid allows them to increase productive activities and helps to avoid longer-term health and nutrition problems within the household. Importantly, it can have an empowering effect for women who usually retain control of food resources, whereas cash and other resources tend to be appropriated by men. Food aid is also likely to have a greater impact on nutrition when channelled through women, as they are more likely than men to use it to the benefit of the household and to meet their children's nutritional needs.

Target Population

20. It is critical that WFP assistance reach the hungry poor and the most vulnerable groups to ensure maximum impact. The above analysis has highlighted key obstacles to food security in Guatemala and the sectors of the population which are most affected by these obstacles. These people constitute the neediest recipients of WFP assistance.
21. The Enabling Development policy and WFP's Commitments to Women provide a coherent policy framework and integrated action plan, both focusing on the same target population. Furthermore, these targeted groups link to the general agreement within the United Nations system in Guatemala, whereby all United Nations agencies will support the Government in the implementation of the Peace Agreements and support disaster mitigation efforts.
22. The target population is specifically identified as follows:



- Subsistence, below-subsistence and landless farmers;
 - Malnourished, vulnerable women and children;
 - Widowed mothers and single women heads of household;
 - Families affected by conflict who face severe food insecurity; and
 - Population affected by natural disasters.
23. Targeting these groups focuses WFP assistance on enabling poor households to invest in human capital through education and training. Poor households will be given the opportunity to gain and preserve assets, enabling those that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods. Additionally, targeting will enable young children and mothers to meet their specific nutrition-related needs.
24. To ensure greater coherence and integration, the emphasis will be on improving targeting, to ensure that beneficiaries are individuals who truly need assistance and can benefit from it. Geographical scattering of beneficiaries can result in inefficient implementation, which is why more precise criteria for selection of the target population in future activities are necessary.

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

Overall Policies

25. On 14 January 2000 a new Government was elected for the period 2000-2004. Since taking office, the Government has presented a Social Investment Plan, which outlines general poverty alleviation measures. The stated objectives of the Plan are “to facilitate the transition to a more democratic society, a more efficient economy, and a fairer and more equitable social system, that will help the country achieve authentic human development based on tolerance, well-being, and solidarity”.
26. The Plan sets out a series of basic commitments to aid national reconciliation, combat poverty, support productive investment, and implement decentralization processes. In addition, the new Government has emphasized a commitment to focus technical support on the rural areas, and plans to base technical experts in the field, thus working directly with WFP’s target groups. In order to fulfil its mandate to support the poor population (through training, infrastructure and social projects), the Government plans to redirect social funds towards local needs in rural areas.
27. The Plan also aims to enact the commitments detailed in the Peace Agreements, particularly those relating to the resettlement of populations uprooted by the armed conflict, in addition to the resettlement of persons affected by Hurricane Mitch. Another important priority area for the new Government is an emphasis on gender equity, including improved access to resources and an enhanced status of women.
28. Due to the very limited time that the Government has been in office, detailed policies and specific programmes are only now being developed; these have to be in line with budget restrictions.



Food Security Policies

29. Although the newly elected Government has yet to define a detailed policy regarding food security, WFP is working with the Government to produce a framework aimed at reducing food insecurity in Guatemala. This is being done within the context of a policy framework developed by the General Secretariat for Economic Planning (SEGEPLAN), which defined the National Policy on Food Security and Nutrition as having six main objectives, namely:
- a) To obtain a stable and sufficient supply of basic food for the population;
 - b) To facilitate the population's access to a diet that aids sustainable human development;
 - c) To promote conditions that favour an adequate consumption of food in terms of both quantity and quality;
 - d) To favour the utilization of local food products;
 - e) To implement prevention and treatment programmes for nutritional deficiencies; and
 - f) To promote mechanisms that aid a coordinated and efficient effort among all involved sectors of the Government and civil society to improve the nutritional status of the population.
30. Since 1992, Social Development Institutions (SDIs) have been created with a mandate to transfer resources to the poor and to the population living in extreme poverty. The three major categories of institutions are:
- a) Direct Executing Agencies, such as the Social Investment Fund (FIS), the National Peace Fund (FONAPAZ) and the Indigenous Development Fund (FODIGUA);
 - b) Financial Distribution Institutions, such as the Rural Development Support Fund (ADR) and the Fund for Solidarity in Community Development (FSDC); and
 - c) Institutions providing support to Ministries, including the Fund for the Reactivation and Modernization of Agriculture (FONAGRO), National Lands Fund (FONATIERRA), and other related funds for the promotion of housing and educational development activities.
31. Specifically, these institutions assist with the implementation of legal measures for poor farmers to have access to land, improve the restructuring of the agricultural credit system, establish rural development infrastructure, resettle populations uprooted by the civil war, extend the educational system, and carry out other actions to guarantee the sustainability of economic and social development activities. During emergencies and natural disasters, government-designated SDIs are responsible for providing support to persons affected by such events.
32. As regards current legislation, there is a proposal for a Nutrition and Food Security Law. The proposal recommends the creation of a National Advisory Board for Nutrition and Food Security (CONASAN), with the objective of coordinating and executing plans, programmes and projects, in addition to creating a monitoring and planning system. Membership would consist of various Ministries, NGOs, church groups, private sector representatives, and bilateral and multilateral aid agencies. However, it must be noted that this legislation has been pending for three years.

Food Aid Policies and Activities

33. Food aid has been incorporated in the Government's development plans as a complementary resource, seeking to target the poorest groups in such areas as school



feeding, mother and child nutritional support and reactivation of food production. Food aid for Guatemala has been supplied mainly from the United States PL-480, Titles I and II, the European Union and WFP. Title I aid is channelled through the Government as balance of payments support; Title II resources—food to be distributed in kind—are channelled through NGOs such as Caritas, CARE and Catholic Relief Services. The European Union has channelled resources directly through NGOs and WFP. WFP-supported activities have been implemented directly by government agencies, but NGO counterparts have recently played a larger role. In recent years total programme and project food aid has ranged from 150,000 to 200,000 tons a year—mainly cereals—although the trend has been a diminishing one.

34. The main food aid activities implemented (mostly financed through external assistance) are:
- The Integrated Development Programme for Quiché (European Union), coordinated by the Executive Secretariat of the Presidency in 14 municipalities in Quiché, with a food security component;
 - The Mother and Child Nutrition Programme, executed by the Ministry of Public Health, whose main aim is to improve the health and nutritional status of the Guatemalan population, focusing on the mother/child group in the Government's priority poverty zones;
 - The Household-Level Food Security Project (PROSAF), executed by UNDP and MAGA with a grant from the Government of the Netherlands, the main aim of which is to assist in implementing projects to improve household food security.;
 - The Rural Development Projects for Small Producers in Zacapa and Chiquimula, financed by IFAD and the Government of the Netherlands;
 - The Rural Development of Sierra de Los Cuchumatanes, financed by IFAD, the Netherlands, the Organization of Petroleum Exporting Countries (OPEC), WFP and UNDP; and
 - WFP projects that aim to assist uprooted persons, vulnerable groups and small farmers
35. Activities aimed at improving food security implemented over the past few years have had limited results. In some cases, available resources have been used for activities to promote political stability (i.e. the peace-making process) and there have been limited funds available for solving the structural problems of poverty and food insecurity. At the same time, inefficient structural adjustment measures, a lack of resources, and budgetary constraints have all imposed substantial limitations. Natural disasters, such as El Niño-related events and Hurricane Mitch, have exacerbated the extent of vulnerability and hindered efforts to achieve food security.

ASSESSMENT OF WFP'S PERFORMANCE TO DATE

36. WFP started operations in Guatemala in 1973, supporting mainly food-for-work activities. In the early 1990s, WFP/Guatemala's programme shifted its focus from the provision of traditional food aid to a more human development-oriented programme as a result of growing recognition of the structural linkages between poverty and hunger. From 1990 to 1999, WFP aid amounted to US\$74 million, which represents 164,013 tons of



food. During this period, WFP provided principally maize, wheat, pulses, canned fish, skimmed milk, vegetable oil, oats and rice.

Country Programme

37. In 1997, the first-generation CSO and Country Programme (CP) were developed. These documents oriented WFP/Guatemala's activities towards the institutional strengthening of women's groups, provision of support to the most vulnerable groups (particularly children under 5 and nursing mothers), conservation of natural resources and the environment, and development of basic infrastructure to support the reintegration of displaced communities affected by the internal armed conflict. In addition to these basic activities, WFP also conducts supplementary activities in school and pre-school feeding. During the El Niño and Hurricane Mitch emergencies, WFP maintained a lead role in the provision of emergency and humanitarian relief assistance.
38. An evaluation of the CP was carried out from 29 November to 10 December 1999. When reviewing the CP objectives against the Enabling Development priorities, the evaluation mission recognized that this document was prepared before the policy was adopted. While concluding that despite this fact the CP was consistent with the policy, the mission noted that there were some factors hindering the optimum use of food aid. Thus, this document is a second-generation CSO presented in the context of an ongoing CP. As a result, the country office will now focus on improving its performance based on the main recommendations of the CP evaluation, namely, to enhance gender focus, refine beneficiary targeting and monitoring of projects, and seek new partnerships.
39. The five-year (1998-2002) Guatemala CP was approved by the WFP Executive Board in February 1998, with an allocation of US\$19.8 million, and was in line with the Government's Plan of Action¹³ from 1996 regarding food security, nutritional improvement and rural development.
40. However, the Government did not ratify the Operational Agreement of the CP until 1999. By the time the evaluation was conducted only one Basic Activity was fully operational, apart from the Mitch emergency operation (EMOP) and subsequent protracted relief and recovery operation (PRRO). Therefore, the CP evaluation did not constitute a standard evaluation, but rather an appraisal of the capacity, within the process of CP conception and implementation, to achieve the four areas of focus—integration, targeting, coherence and flexibility—characterizing this strategy. The WFP Country Programme for Guatemala will also be modified to be in harmony with the UNDAF cycle for the period 2001–2004.

Ongoing Programme Activities

Basic Activity 1: Construction of Infrastructure in Depressed Areas Previously Affected by the Civil War (Guatemala 5279.00—1997–2001), Counterpart FONAPAZ

41. This basic activity within the CP responds to a need that has emerged from the national peace process. The objective is to improve living conditions for about 50,000 families who were affected by the armed conflict and are currently living in extreme poverty. WFP

¹³ "Desarrollo y Construcción de la Paz. Plan de Acción 1996-2000" (Development and Peace-building Plan of Action 1996–2000). SEGEPLAN/Gabinete Social, Guatemala, 1996.



initiatives have focused on 69 municipalities of ten departments located in the Peace Zone (ZONAPAZ), which refers to departments particularly affected by the armed conflict.

42. Food aid encourages women to organize in communal initiatives, with the aim of developing social and economic infrastructure, and improving agricultural methods and soil conservation. The food aid also aims to reduce seasonal household food deficits.
43. The project is based on an exchange of commodities (yellow maize) for a local food basket, and targets 100 percent women as regards food distribution. Furthermore, it is a good example of WFP combining emergency activities (resettling displaced people) with sustainable development activities (investment in productive infrastructure, rural employment generation and agricultural production).

Basic Activity 2: Soil and Water Conservation, and Agro-forestry Activities for Subsistence Farmers in Depressed Areas (Guatemala 5839—2000–2004), Counterpart FIS

44. The main objective of this activity is to increase and improve agricultural production and productivity in depressed areas through soil conservation, forestry, agro-forestry, and small irrigation schemes. Improved agricultural methods have been introduced to diversify and increase small farmers' basic production. The aim is for small farmer families to reach a level beyond the subsistence stage and generate surplus for sale. Furthermore, WFP's efforts are based on self-help principles, encouraging active and gender-equal participation in identifying the needs and available options for these families.
45. The project benefits 12,500 small subsistence and below-subsistence farmer families, from 200 communities located in the most depressed municipalities in 14 departments. The goal of the project is to meet a target of 60 percent participation by women.

Basic Activity 3: Food Assistance to Pre-school-age Children and Education and Training for Mothers (Guatemala 5838—2000–2003) Counterpart SOSEP, with Ministry of Education

46. **Pre-School Children.** This activity is focused on the most vulnerable groups (namely children under 6 years and nursing mothers). The main objective of initiatives targeted to pre-school children is to improve learning, cognitive development and boy/girl socialization. WFP's inputs provide substantive nutritional support (including micronutrients) to children aged 1 to 6 years, by serving nutritionally balanced meals in schools. Furthermore, WFP targets day-care communal homes, where up to 30 undernourished children of working mothers are served daily meals. A total of 17,000 children aged 0 to 6 years and 2,380 mothers are currently benefiting from day-care communal homes, which are located in both rural and urban areas.
47. **Training for Women.** An important component of basic education for women is the training of mothers in the areas of nutrition, hygiene and feeding of their babies. Mothers are also encouraged to enrol in literacy classes and to undertake training in productive activities such as hydroponics and handicraft production. Furthermore, expectant and nursing mothers are encouraged to regularly visit the health centres to reduce risks during the most vulnerable stages of pregnancy and early child development. In addition, food aid helps to encourage women to organize community initiatives with the aim of developing social and economic infrastructure.



Supplementary Activity 2: Disaster Prevention in Areas Affected by Environmental Degradation

48. WFP participates in the United Nations Disaster Management Team and liaises with the National Coordination On Emergencies Team (CONRED), to identify areas and population groups vulnerable to disasters, determine food requirements, and procure and deliver food in a timely manner. One of the objectives is to prepare appropriate contingency measures involving the participation of Government and civil society, in order to provide relief assistance to a possible total of 100,000 disaster-affected people.
49. Based on the experiences of WFP during emergency situations—particularly the after-effects of El Niño and Hurricane Mitch—WFP is participating in the creation of the national Disaster Mitigation Plan that aims to:
 - a) develop a follow-up system to track the availability of food products in case of emergencies;
 - b) to carry out soil conservation and reforestation activities to prevent future disasters;
 - c) to construct rain water collection systems to be used in drought seasons;
 - d) to carry out health and environmental improvement activities; and
 - e) to identify alternative routes for evacuation.

Emergency Assistance

50. Emergency situations have arisen in Guatemala during the last five years, mainly as a result of natural disasters (floods, drought and volcanic eruptions), and of the prolonged armed conflict. Changing meteorological conditions such as tropical or electrical storms, hurricanes, landslides and mud avalanches have all seriously affected Guatemala. In addition, earthquakes and volcanic eruptions were recurrent during this period. These factors affect the poorest members of the population and increase food insecurity. In the wake of disasters such as Hurricane Mitch and El Niño, 25 additional municipalities in the northeast and southern region have been classified as facing extreme poverty, bringing the total to 94; WFP assistance has thus been broadened to cover these areas.
51. The objectives of WFP's involvement in the reconstruction and rehabilitation of areas affected by Hurricane Mitch are to guarantee immediate food security for affected individuals (particularly vulnerable subsistence and below-subsistence groups), primarily through productive soil rehabilitation. Furthermore, WFP has contributed to the rehabilitation of infrastructure in the most affected municipalities, in addition to facilitating women's participation in productive activities and training programmes. There are currently over 65,000 beneficiaries of this programme, including 8,000 small farmer families and 25,000 women and malnourished children.
52. Apart from WFP's highly effective relief response in aid of the hurricane-affected population, WFP and the Government have designed and have started implementation of a PRRO aimed at providing recovery solutions for 40,000 persons in food-for-work schemes and 25,000 malnourished expectant and nursing mothers. These activities are executed with the help of UNICEF, NGOs, and cooperation with other rural development programmes in the affected areas. Disaster preparedness and contingency planning are aspects of WFP's programming that need to be further developed.



Gender Issues

53. In accordance with WFP's priorities, a central focus of initiatives in Guatemala has been to address gender issues, both by directly targeting assistance to women and by attempting to mainstream gender in the design and implementation of all its programmes.
54. Several areas of focus were defined as a result of the conclusions of the mid-term evaluation of WFP's Commitments to Women (in which Guatemala was included as a case study). These were awareness raising, training and capacity-building for managing gender-related criteria in projects, and institutional support for implementation of actions under each project plan. The Progress Report on the Gender Action Plan noted that a great effort has been made to provide training and sensitization courses for counterpart staff on the participation of women in rural communities. Counterpart staff have also received extensive training in monitoring and evaluation, and gender analysis. In addition, progress has been made in the modification of certain tools and the development of new strategies for the inclusion of gender issues in all projects.
55. Nonetheless, the current CP still faces some operational and conceptual difficulties in integrating appropriate mechanisms aimed at fulfilling commitments to women, an issue that will be addressed in the development of the new CP. Additionally, it is still difficult to determine to what extent women are equal beneficiaries of WFP-assisted projects, although overall they represent a substantial proportion of direct beneficiaries (an estimated 49 percent for all activities, including FFW). Similarly, the issues of equal access, control of resources and women's participation in managing projects have not been addressed systematically, even though there have been studies and mid-term reviews of most projects.
56. The mid-term evaluation also concluded that on the whole those projects targeted to assist women had been successful. However, it was noted that in certain projects where women had not been the primary focus of attention, opportunities for incorporating them into the project had not been included in the design. Thus it was concluded that although progress had been made, more work was needed to address gender as a cross-cutting issue affecting all of WFP's activities. This was emphasized also by the Country Programme evaluation.

Achievements, Impact and Lessons Learned

57. The CP evaluation mission concluded that in general terms, WFP assistance has been very effective in transferring income in the form of food rations to families facing a serious food deficit, thus permitting these families access to a minimum diet. In recent years there has been a gradual shift in WFP assistance from emergency support and poverty alleviation activities towards activities in support of human development. Particular emphasis has been placed on the presence and participation of women in the development process.
58. The school feeding activities, which are supplementary to WFP's Country Programme, are reaching the target population. Nevertheless, the effects are limited, and the activities are being revised to improve the impact on children's nutritional status. (WFP is currently advising the Government on how to improve its school feeding programme). Children in the communal day-care homes (0-6 years old) are showing improvement in their nutritional status from the meals served to them. The experiences of EMOP 5949.00—"El Niño"—in 1997 and 1998, and Hurricane Mitch, through EMOPs 6078.00 and 6079.00, were good examples of adequately targeted, efficiently administered support.



59. Project Guatemala 2587—The Resource Conservation and Sustainable Agriculture Project (Guatemala 2587) finished in 1997; its results have been successfully sustained since completion. The lessons learned from this intervention were essential in the design and formulation of Guatemala 5839 (CP Basic Activity 2)—“Soil and Water Conservation, and Agro-forestry Activities for Subsistence Farmers in Depressed Areas”—which is being implemented.
60. As highlighted in the CP evaluation, the main weaknesses of the activities being implemented relate to problems of design. The first of these is the wide geographical scattering of activities, which has reduced effectiveness through higher costs and difficulties in relation to monitoring and supervision. Second, the projects tend to have difficulties in measuring objectives and ambitious targets, which do not easily take into account constraints in project implementation. A third problem is inadequate selection or low participation when identifying agencies and partners to implement the project.
61. Activities are sometimes implemented in areas where the execution unit has specific interests, and not necessarily in places with proved food insecurity problems. Being aware of this, the country office is revising the activities and standing firm on targeting the hungry poor in its negotiations with the executing units.
62. Monitoring and reporting is another key issue affecting the WFP/Guatemala programmes. While all the projects do have monitoring and evaluation (M&E) systems in place, and the financial resources needed to implement them, in practice, there are delays in implementing of these systems. Due to the complex nature of the projects and the geographic scattering of beneficiaries (most of them are located in remote areas), monitoring is both difficult and costly. Furthermore, while it is generally known that the primary recipients of assistance are women and children, often with little educational background, reliable data are difficult to gather. Historically, information which often has been gathered in a piecemeal, irregular manner, has not been sufficient or adequate to properly monitor and control the progress of activities and utilization of WFP resources. However, since December 1999, M&E has become a key focus of the country office; consequently, M&E systems have been initiated in all projects.
63. WFP/Guatemala is also faced with the challenge of accurately targeting recipients due to the fact that a Vulnerability Analysis and Mapping (VAM) Unit has not yet been set up. This has contributed to the challenge of balancing attention among displaced persons and returnees, Hurricane Mitch victims, and people suffering from chronic poverty and hunger. The participation of various interest groups, including the Government of Guatemala and the communities themselves, will need to be increased in order to target beneficiaries accurately. At the same time, the installation of a VAM Unit in partnership with a Government institution and in cooperation with similar efforts funded by FAO and donor representatives in Guatemala is scheduled to be completed before the CP is implemented in 2001.
64. Guatemala suffers from extreme poverty coupled with a high incidence of natural disasters. Current WFP activities focus on two main areas: development programme activities (which tend to be of a longer-term nature and address the underlying causes of food insecurity) and emergency assistance activities (often the direct result of natural disasters). It is key to the success of the CP that these activities be linked together and synergies created. One example of an initiative in this regard is WFP’s involvement in a national Disaster Mitigation Plan which aims to put in place procedures to help the country be prepared for future emergency situations. Another example is the linkage between immediate relief for refugees from Guatemala’s internal conflict and WFP’s more long-



term strategy of supporting food for work in the construction of housing and other infrastructure in the returnee communities.

65. To achieve maximum impact with its available resources, it is critical that WFP work with various stakeholders (government, bilateral and multilateral agencies, NGOs, community organizations) to avoid duplication of efforts, and to pool scarce resources and expertise. Most importantly, without productive partnerships the potential impact of WFP's activities in Guatemala could be compromised. WFP is therefore striving whenever possible to strengthen dialogue, coordination and partnership with other organizations.

WFP/Guatemala and UNDAF

66. Since 1998, WFP/Guatemala has taken a lead role in UNDAF implementation in Guatemala. WFP/Guatemala has made significant contributions to the Common Country Assessment (CCA) process as well as participating in more sector-specific activities such as working groups on rural development and food security, AIDS, gender, education, displaced persons, and disasters. It is expected that the UNDAF process in Guatemala may be completed so that the programming cycle of 2001–2004 can be an opportunity for joint programming by the United Nations system.

Continuing Partnerships

67. WFP has a solid working relationship with government representatives. The current Country Programme was prepared by a working group consisting of WFP, MAGA and SEGEPLAN officials. However, the frequent turnover of government officials, coupled with a lack of a formal revision system between WFP and the Government, has made consistent participation difficult.
68. In addition to maintaining strong working relationships with government counterparts, WFP has also taken the initiative to establish the Group for the Coordination of Food Aid. This is an informal initiative aimed at enhancing the dialogue between food donors and NGOs in Guatemala. WFP's Representative in Guatemala currently chairs the Group.
69. The CP Evaluation points out that while WFP clearly works in partnership with a variety of stakeholders, improvements can be made in relationships with NGOs, community organizations and local government. This is an area on which WFP plans to focus in the future.

FUTURE ORIENTATION OF WFP ASSISTANCE

Key Areas for Assistance

70. The main focus of WFP development assistance, in line with the Enabling Development policy, will address three objectives:
- a) *Health and Nutrition (Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs)*
- Activities in this area will seek to protect populations at high risk of malnutrition, and enhance human development through improvement of their nutritional and health status. These include particular measures to:



- i) meet the immediate nutritional requirements of expectant and nursing mothers, children under 5 and primary schoolchildren; and
 - ii) provide education and training on preventive health care and reproductive health, nutrition and environmental sanitation to groups of families and communities.
- b) *Improvement of food security through the creation of sustainable assets (Make it possible for poor families to gain and preserve assets)*

The objective is to create hunger-free conditions by increasing production and generating productive employment in rural areas. These activities will aim to:

- iii) improve the household food security of poor farmers by raising agricultural productivity and incorporating improved cropping practices, sustainable management of natural resources, watershed protection, and reduction of post-harvest losses; and
 - iv) increase employment generation and raise the incomes of the rural population, by investing in productive and basic social infrastructure, developing micro- and small enterprises and rural trading activities. An important part of these schemes will benefit groups affected by the armed conflict, which have not overcome the risk of food insecurity. WFP is committed to assisting peace and reconciliation efforts.
- c) *Disaster mitigation and contingency planning (Mitigate the effects of natural disasters, in areas vulnerable to recurring crises of this kind)*

This involves prevention and assistance in the event of natural disasters. It includes assistance to strengthen contingency planning of the agency responsible for emergency prevention and emergency operations management, and providing WFP support for emergencies declared by the Government.

Target Group and Geographical Targeting

71. Based on the lessons learned so far, selection procedures for intervention, focusing on areas of social vulnerability, with an emphasis on food insecurity and malnutrition, will be strengthened and formalized. A geographical approach to ensure that initiatives are focused will allow a maximum impact from limited food, technical and financial resources. Key to this will be the implementation of the VAM capability during the current year, as a tool to focus on areas and persons/ groups with the highest vulnerability.
72. Broad community-based participation will be sought for the identification, selection, execution and monitoring of projects to ensure local ownership and a sustainable base for food aid. Particular attention will be given to the involvement of women in the process.
73. Food aid beneficiaries will be:
- Subsistence, below-subsistence and landless farmers;
 - Malnourished, vulnerable women and children;
 - Widowed mothers and single women heads of household;
 - Families affected by conflict who face severe food insecurity; and
 - Population affected by natural disasters.
74. Future work will concentrate, in order of priority, on:



- a) the poorest municipalities of the 15 least developed departments including municipalities most affected by Hurricane Mitch and those most prone to disasters such as flooding;
 - b) internally displaced persons and returnees who still face severe food insecurity;
 - c) peri-urban zones. These comprise individuals living in the poverty belts around the capital, in the municipalities in the Department of Guatemala and around the main towns of the country; and
 - d) priority watersheds. The specific focus of these activities will be agreed with the Government on the basis of integrated natural resource conservation projects and flood prevention activities.
75. Concentration will be on areas where food insecurity exists such as Northeastern and Western highlands. These areas are prone to recurring natural disasters and vulnerable to wide fluctuations in production and periodic food shortages. The deterioration resulting from over-exploitation of natural resources is very high in these areas. The population is mainly indigenous people who have a very low level of education and no access to other work opportunities. The population living in the peri-urban area around the capital is formed mainly by indigenous people who have migrated from rural areas. Their survival is in danger, and many have added to the growing problem of crime and drugs. WFP plans to support some work in these areas also.
76. Beneficiaries will be identified during the preparation of the new Country Programme. Estimated beneficiaries are 20,000 pre-school children and their mothers, 40,000 food insecure families and 12,000 small farmers.

Gender Focus

77. Women play a vital role in the economy and in food production, but due to several constraints and limited information, their contribution—particularly in rural areas—is generally underestimated. In this connection, the proposed strategy incorporates WFP's Commitments to Women in relation to Guatemala made at the Beijing Conference. This specifically includes quantified targets and measures to adequately integrate women into the development process. For instance, it has been proposed to earmark at least 60 percent of total aid to activities directly benefiting women, and a minimum of 25 percent of FFW resources and investments in areas to mainly benefit women. WFP will also place priority on reducing the wide gaps in access to education.
78. In order to properly address gender issues:
- a) training programmes will be provided for beneficiaries and staff of the executing agencies and WFP, as well as technical assistance for this purpose;
 - b) partnerships will be sought with authorities, other agencies and community leaders who are sensitive to gender issues;
 - c) strategies and targets for women will be revised and redesigned (i.e. identifying programmes to benefit women and measures to deliver services to women among the target population, and investing in projects in which women are the sole or major participants; and
 - d) methodologies and/or an M&E system will be modified in order to facilitate an adequate gender-focused monitoring of progress made.



79. The strong focus on women in WFP's activities is seen as critical to addressing current imbalances in programme design and implementation. In the long run, however, the aim is to achieve a balanced gender approach by mainstreaming gender issues in all of WFP's activities.

Improved Monitoring and Evaluation Systems

80. Monitoring and evaluation are key programme support tools; they contribute to improved operative capacity, and greater efficiency and effectiveness in the execution of the Country Programme. Without these tools it would be extremely difficult to effectively evaluate programme impact and adapt programme objectives accordingly. To this end, WFP will implement:
- a) a system to monitor and follow up responsibilities of different actors;
 - b) a management system of scheduled and executed activities in each basic activity; and
 - c) a monitoring and evaluation strategy that measures the impact of interventions and provides an effective feedback mechanism. To effectively evaluate programme impact, a reliable set of gender-disaggregated indicators is being developed.
81. To maximize programme impact, it is essential to involve key stakeholders. Therefore, WFP will attempt to:
- a) strengthen community organizations to ensure responsible participation that forms the basis of effective implementation;
 - b) reinforce inter-institutional coordination to avoid duplication of efforts, facilitate co-execution, form strategic associations, and enhance training and interchange of techniques and experiences.

Modalities of Assistance

82. WFP assistance, in the scheduled period 2001-2004, will adopt a programmatic focus that will be more coherent and flexible.
83. Until recently, Basic Activity 1, (Guatemala 5279, "Construction of Infrastructure in Depressed Areas Previously Affected by the Civil War") has monetized food to enable beneficiary groups to purchase local commodities available near the project site. This reduces logistic costs, stimulates local production and ensures that the ration is compatible with local dietary habits. However, significant difficulties and delays have arisen in managing the food procurement operations. Therefore, as a general approach, in future WFP resources will be consumed directly by targeted beneficiaries.
84. In emergency situations, assistance procedures will be defined on a case-by-case basis. Agreements are being negotiated with the Government regarding restrictions and limitations of WFP assistance and general procedures for handling emergencies. Dialogue with the Government will also seek to ensure that the Government provides its own resources (or resources from other donors) to meet humanitarian-emergency aid requirements outside of WFP's framework. This would include activities which were not contemplated in plans of operation, which do not relate to an official declaration of a state of emergency or which are not in accordance with the type of emergency defined in WFP's policy guidelines. In all cases, an effective assessment of food aid needs will be the first step.
85. Starting from 2000, WFP food aid is provided under two modalities:



- a) nutritional support food aid for vulnerable, malnourished children and women; and
- b) food for work. Rations will be delivered as per established work norms, at the beginning of the works and in accordance with progress on their completion.

Harmonization

86. The current WFP Country Programme will be modified to be in harmony with the UNDAF cycle for the period 2001-2004.

PARTNERSHIPS

87. While the coordination and general implementation of activities will continue to be a responsibility shared at the central level by the Government and WFP, the design, implementation and control of future activities will be more decentralized and participatory than they have been. The participation of beneficiaries and other stakeholders (the communities, cooperatives, NGOs), and of other United Nations agencies and donors is essential to acquire complementary resources, to enhance ownership and sustainability of operations, and to improve overall programme impact.
88. Formal operational agreements will be reached with SDI, such as FONAPAZ and FIS, with NGOs such as CARE, Association for International Cooperation and Solidarity, and MOLVIS/MOVIMONDO, other United Nations agencies such as UNICEF and UNIFEM, and governmental counterparts such as MAGA, SEGEPLAN and the Office of the First Lady.
89. WFP will also continue to support and take part in the activities of the National Food Security Council in order to facilitate dialogue and coordination, particularly as regards policy formulation.
90. WFP, taking advantage of the UNDAF process, will seek to strengthen strategic partnerships, plans of action and joint programming, in particular with UNDP, FAO, UNICEF, UNIFEM, HABITAT and other funding agencies. For instance, more formal contact will be established with the World Bank group to link WFP activities with their strategic programme "Breaking the chains of poverty and inequality". WFP will also intensify its activities to inform and sensitize the Government and society in general to its mandate, operational procedures and policies, and the limits of its activities.

KEY ISSUES AND RISKS

91. The main risks of the proposed strategy stem from the institutional capacity of national counterparts, as well as from the limited resources they can make available for food security activities. In the past, there has been a high level of non-compliance by the Government that has had serious repercussions on food distribution to beneficiaries as well as on the efficiency of activities. As a result, the need to form strategic alliances with other institutions is evident, as is the need to work closely with the Government to ensure that the required financial and human resources are available whenever possible.
92. A key issue will be the availability of resources for the four years of the modified WFP Country Programme. In the event of resource availability falling short of requirements, it will be important to mobilize continued donor support to avoid delays in implementation.



Linked to this uncertainty is the exposure of Guatemala to recurrent natural disasters. Should emergencies arise, it will be critical that WFP can respond quickly, efficiently and effectively to specific situations.

93. Limitations in logistics management may represent an obstacle in achieving objectives, such as the uncertainty regarding whether INDECA will continue to be the central logistic agency, and whether it will maintain a sufficient budget to cover its activities.
94. The sustained implementation of the Peace Agreements and the political and social environment in which WFP's activities are implemented will continue to be crucial. While at the moment attempts at reconciliation and rehabilitation are improving the environment for implementation, it is possible that security issues may become a concern should this situation change. Within the policy context, it will be essential to monitor the effectiveness of the Government's efforts to reduce the extreme levels of social exclusion and inequality still prevalent in large parts of the country.



ANNEX I

GUATEMALA: SELECTED INDICATORS

| Basic demographic data | 1998 |
|---|-------------|
| Population (million) | 11.2 |
| Working population (age 15-64,%) | 52.1 |
| Crude birth rate/1,000 | 26.0 |
| Crude death rate/1,000 | 7.2 |
| Infant mortality rate/1,000 | 49.0 |
| Life expectancy (M/F, years) | 64/69 |
| Population density | 1995 |
| Inhabitants/km ² of total area | 94 |
| Inhabitants/km ² of cultivate area | 516 |
| Daily food supply/person | 1996 |
| Calories | 2 191 |
| Proteins (grams) | 58 |
| Fats (grams) | 41 |
| Malnutrition in children 5 years of age (%) | 25.6 |
| Education | 1998 |
| Adult illiteracy rate (M/F, percent) | 38/52 |

POVERTY BY AREA (PERCENT OF POPULATION)

| Area/Type of poverty | Degree of Poverty | 1980 | 1995 |
|-----------------------------------|--------------------------|-------------|-------------|
| National population | Poverty | 71.1 | 80.0 |
| | Extreme poverty | 36.0 | 59.3 |
| Rural | Poverty | 83.7 | 86.0 |
| | Extreme Poverty | 46.5 | 71.0 |
| Urban | Poverty | 47.0 | 67.0 |
| | Extreme Poverty | 15.0 | 37.0 |
| Indigenous | Poverty | N/A | 92.6 |
| | Extreme Poverty | N/A | 91.3 |
| Households headed by women | | 165 787 | 271 863 |

Source: Guatemala, an Assessment of Poverty, World Bank 1995.



LAND USE BY TYPE, 1997

| Type | Square kilometres | Percentage |
|----------------------------|-------------------|------------|
| Total area | 108 890 | 100.00 |
| Arable land | 28 758 | 26.41 |
| Grassland, permanent crops | 23 202 | 21.30 |
| Forest and woodland | 55 775 | 51.22 |
| Rivers, lakes and others | 1 154 | 1.06 |

PER CAPITA GDP (US\$)

| 1996 | 1997 | 1998 |
|-------|-------|-------|
| 1 202 | 1 324 | 1 640 |

Source: CCA, United Nations, 2000.

STRUCTURE OF PRODUCTION (%) 1995

| | |
|-------------|----|
| Agriculture | 25 |
| Industry | 19 |
| Services | 56 |

INTERNAL CEREAL SUPPLY¹ (THOUSANDS TONS)

| | 1991 | 1992 | 1993 | 1994 | 1995 | 1998 |
|------------------------------|---------|---------|---------|---------|-------|-------|
| Production | 1 433 | 1 564 | 1 507 | 1 357 | 1 311 | 1 251 |
| Imports Commercial | 318 | 302 | 592 | 531 | 432 | 335 |
| Donations | 235 | 142 | 130 | 178 | 62 | 33 |
| Per capita availability (kg) | (209.7) | (206.7) | (222.2) | (200.6) | (169) | (144) |

¹ Rice, beans, maize and wheat.

Source: MAGA/PROAGRO, 1998.

EXCHANGE RATE (QUETZAL/US\$)

| 1980 | 1985 | 1991 | 1992 | 1994 | 1998 | 2000 |
|------|------|------|------|------|------|------|
| 1.0 | 1.0 | 5.0 | 5.2 | 5.6 | 6.4 | 7.75 |

Sources: UN, World Bank, UNESCO; data for 1999 not available.





The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries

