

FOKUS

The Debora Foundation Project Evaluation

Relevance, impact, results and sustainability in a Red
Zone

Final Report

30.05.2011

NORDIC CONSULTING GROUP **NCG**
ECONOMICS • FINANCE • SOCIOLOGY • RESOURCE • MANAGEMENT

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Executive Summary

Institutional Background

The Debora Foundation is an not-for-profit non-governmental created in 1997, which operates in Guatemala City, particularly in the Mezquital area. The Debora Foundation is part the White Ribbon, a Christian based organisation dedicated to promoting temperance. Based on its temperance mission, the White Ribbon provides assistance to youth and adult populations. FOKUS is an institution composed of member organisations and in this case figures as a donor. The Debora Foundation was born of discussions between the Norwegian chapter of the White Ribbon and the founders of the project, who, together with the White Ribbon, applied for financial support from FOKUS. FOKUS has been the principal donor throughout the entire history of the Debora Foundation.

Financial Background

The majority of the work done by the Debora Foundation has been financed by FOKUS. This includes funding for the projects and for the building. In addition, the Guatemalan government finances the Centre for Child Care and Development (CADI by its Spanish initials) and the Municipality of Villa Nueva provides the Foundation with teachers for the cooking, embroidery with ribbons, beauty and jewellery-making courses.

Aims of the Foundation

The Debora Foundation aims to Empower the women residents of the marginal-urban areas of Guatemala City and the municipality of Villa Nueva, through all-round development in the areas of: formal education, occupational training, health, political participation, and understanding of their Rights as women, so they can overcome the situation of poverty and violence facing them in both the private and the public sphere. These contributions are what is under evaluation here. The evaluation also looks at the cooperation between the Debora Foundation, White Ribbon and FOKUS. Finally, this document seeks to analyse the extent to which the Debora Foundation works within the framework of FOKUS' policies, and in particular, how they implement the rights-based approach.

Scope: results and impact

In the years subject to this evaluation (2008-2010) the Foundation trained 249 women at the Academy and provided traditional education for 107. The majority of the beneficiaries received more than one training course. It is worth noting that according to the regulations for Secondary School Diplomas (*Bachillerato*) for mature students, the beneficiaries need to also take part in at least one training course at the Academy. Without a doubt, the training work done by the Foundation has a direct impact on the individuals who take those courses. Nevertheless, the level of economic and community impact is unknown, due to the lack of systems to assess that impact. The Foundation also offers health care services. In the period under evaluation the Foundation held a total of 730 medical consultations. The Foundation also supports women in the use of contraceptives, and provides a childcare service through a CADI located inside the Foundation building. Finally, the Foundation provides Values Education in 18 public Primary and Secondary Schools within the Mezquital area.

Sustainability

The Foundation depends on the financial support of FOKUS provided through the Norwegian Chapter of the White Ribbon for almost 100% of their funding. Without this funding the Foundation's basic components (i.e. administration and the day-to-day running of the building) would not function. Nevertheless, the following elements are more sustainable: The CADI depends on the foundation for the building space, but not financially. It is important to note that the building does not belong to the Foundation, but is the private property of the Foundation's Director. The building has received donor funds, however it was not possible to find documentation of what use this funding was put to. The building therefore legally belongs to individuals and the CADI depends on the individuals who own the building for its sustainability. The same is the case for the Academy which, although it has teachers paid by the Municipality of Villa Nueva, depends on the Foundation for administrative and building costs.

Rights-based work

The Foundation provides courses in Gender with a focus on Rights to all the beneficiaries of its courses. In addition it works on the issue of values education in public primary and secondary schools in the Mezquital area. The Foundation also works together with other institutions in the FOKUS consortium on issues of Gender, through a diploma, and with other Guatemalan institutions, for example, SEPREM. All these efforts are considered to be positive. However, it is worth noting that the way in which the Foundation carries out its work does not conform with a rights-based approach. On the contrary, the operation of the institution at an administrative level does not include a focus on empowerment. This can be seen, for example, in the lack of institutional systems formalising the empowerment of the Foundation's beneficiaries or staff.

Gender and Guatemalan law

In Guatemala the principal of equality (between women and men) is enshrined in the supreme Law of the Republic. It is worth noting that some of the rights of the individual under Guatemalan law, principally labour rights, are not respected by the Foundation.

Overall Conclusions

Without a doubt, the Foundation is made up of staff with the best intentions and the work they do has a positive impact on the women who are the direct beneficiaries. This impact includes the provision of medical attention, educational courses of different types, and childcare facilities. All these services are beneficial for the individuals who use them. Nevertheless, there are a number of areas requiring attention. The current administration does not have the systems and documentation necessary to ensure its effectiveness and transparency. The administration is also weakened by the lack of a clear division of roles between the director of the Foundation and the provision of medical care. In general, the Foundation operates in a way that impedes the empowerment of the beneficiaries (staff, students etc.). The lack of integration of members of family groups in the trainings on intrafamily violence limits the impact of those trainings. In terms of the curriculum, the courses on Rights and Gender, both in the Foundation and in schools, are considered to be a positive step. Nevertheless, they would

benefit from the curriculum being given a clearer logic, determining the continuous advance of knowledge. In schools this curriculum would also benefit from being linked to the normal educational curriculum. Finally, both the formal educational programmes and the Academy offer possibilities to the individual participants, however, in order to maximise their impact they should be based on a socio-economic study of the local context. Although the efforts made are positive, there is a need to modify the Foundation's administrative approach so that the work be rights-based rather than assistencialism.

Key recommendations for FOKUS

1. Organise a meeting between all the counterparts to clearly discuss the roles of each organisation.
2. Assess whether the Norwegian counterpart organisation has the necessary capacity to offer the support the Foundation needs, in order to ensure adequate reporting of projects and funding applications.
3. Establish a legal agreement under Guatemalan law for the building.
4. Work on the Debora Foundation and the White Ribbon's, understanding of the meaning of rights-based work in general, and the FOKUS policies in particular. Alternatively, seek another counterpart in Guatemala that has an understanding of these concepts that meets the requirements.
5. Ensure that the Foundation clarify those elements of its administration necessary for transparency.

Key recommendations for White Ribbon

1. Support the Debora Foundation with accompaniment and assistance in administrative capacity building, so that the Foundation becomes capable of competing for funding, and providing adequate reporting on the work they do.
2. Acquire staff who can liaise with the Foundation in Spanish, in order to be able to offer the necessary support. If the White Ribbon is not able to do this, seek alternatives.
3. Support the Foundation in ensuring the incorporation of transparent administrative Systems and daily working practices which serve to

- support the empowerment of the women beneficiaries.
4. Support the Foundation in building an administrative system based on rights and on the empowerment of both beneficiaries and employees.
 5. Support the Foundation in diversification of funders.

Key recommendations for the Foundation

1. The Foundation should reorganise itself to create a transparent, clear and effective system that empowers both staff and the beneficiaries of the services provided.
2. A study and/or research needs to be undertaken in order to clearly identify effective ways of working with the population in order to increase the impact of the work.

3. Training on Gender should be regularly assessed and other key family members (men) should be included.
4. The Values Education programme in schools should include parents and other family members and be extended to younger students.
5. The medical attention should be made more regular with timetables that enable the Foundation to be duly administered and ensure that there is no overlap between these two tasks.
6. The Foundation should focus on strengthening its areas of experience and not try to expand its areas of work for the time being.

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Acronyms and abbreviations

BANVI	National Housing Bank (Spanish acronym)
CADI	Centre for Child Care and Development (Spanish initials)
CONAVIGUA	National Coordination of Guatemalan Widows (Spanish acronym)
ESCOVI	National Living Conditions Survey (Spanish acronym)
FOGUAVI	Guatemalan Housing Fund (Spanish acronym)
FOKUS	Forum for Women and Development
INE	National Institute of Statistics (Spanish initials)
MINEDUC	Guatemalan Ministry of Education (Spanish acronym)
MOLOJ	Mayan Women's Political Association
Norad	Norwegian Agency for Development Cooperation
CBO	Community-based Organisation
NGO	Non-Governmental Organisation
CSO	Civil Society Organisation
PASMO	A Social Marketing Organisation (Spanish acronym)
SEPREM	Presidential Women's Office
SOSEP	Office of Social Works of the Wife of the President (SOSEP, by its Spanish initials)
ToR	Terms of Reference
White Ribbon	
WWCTU	World's Woman's Christian Temperance Union

Acknowledgements

We are most grateful for the valuable participation of the women beneficiaries of the Debora Foundation's different Programmes, and to the Governmental and Non-Governmental organisations and key people from the Guatemalan FOKUS Consortium that participated in the Evaluation of this Project. We would also like to thank the administration of the Debora Foundation for the administrative support they gave us, and FOKUS for their support throughout the entire course of the evaluation. We sincerely hope that this document is a positive contribution for all parties involved.

Chapter 1. Introduction

This chapter outlines the purpose of the evaluation, the methodology used, and the strengths and weaknesses of the evaluation as foreseen by the evaluation team. Finally, the structure of the document is established.

1.1 Purpose of the evaluation

The overall development goal of the project (the Foundation) is to empower the women of Villa Lobos politically, socially and economically so they can break themselves out of the cycle of poverty and violence. The Foundation provides formal primary and secondary and *Bachillerato* level education (for adults), vocational training, physical and mental health care, courses in economics, human rights, preventative health, reproductive health, childcare and child development, nutrition, and HIV/AIDS.

This evaluation is centred around the following five issues:

- The achievement of project's goals and results in the period 2008-2010
- The relevance of the chosen vocational training and income-generating activities for the target group
- Compliance with the FOKUS strategy and policy documents
- Cooperation between the Debora Foundation and the White Ribbon
- Cooperation between the Debora Foundation and the FOKUS Guatemala Consortium (Program)

1.2 Methodology

This evaluation was based on interviews and on a review of the available documentation. The field work was done between the 23rd February and the 6th March 2011. The evaluation team consisted of : Dr. Ananda S. Millard (Ph.D.) and Gloria Lara-Florián (BA). Lara-Florián organised the work in Guatemala and coordinated the interviews. This work included telephone interviews with FOKUS and the Norwegian White Ribbon, and individual and group interviews in Guatemala with the staff of the Debora Foundation, local counterpart organisations and beneficiaries (for a complete list of interviews see annex 3). The individual and group interviews were semi-structured. The majority of the interviews conducted with staff and beneficiaries of the Foundation took place in the administrative offices of the Foundation, in privacy, in order to create a safe place for the interviewees, who were recorded, with their consent. These recordings were made in order to be able to collect more exact information, and have not been handed to any third party without the prior approval of the interviewee. Institutional documents were also studied, including funding applications, reports of projects, lists of participants, budgets, etc. These documents were principally provided by the Debora Foundation, and in some cases by FOKUS. Other documents included in the study are in the public domain (a complete list of the documents included can be found in annex 2). Finally, in some cases information provided in the form of comments made at the presentation of the draft of this document was also included. The drafting of the Final Report was done by the entire evaluation team working together. In order to evaluate the information it was triangulated (the use of three different sources for each piece of information) and documented in writing. Non-triangulated information was also used, and this is noted as such. Institutional documentation (for example: budgets, policies etc.) was not triangulated. The report was presented to the relevant institutions (FOKUS, White Ribbon and the Debora Foundation) and was discussed amongst all of them to make the necessary clarifications and changes. Annexes A.6, A.7 and A.8 contain the comments on this report provided by FOKUS, White Ribbon and the Debora Foundation respectively. Prior to each section the evaluation team has described what they did in relation to those comments.

1.3 Strengths and weaknesses

The evaluation had the advantage of being conducted by a Spanish speaking team with local knowledge and a clear understanding of the social and economic problems affecting the area where the Foundation works. In addition the team has extensive knowledge of the problem of gender in the Guatemalan context. These factors have supported the evaluation, making it more reliable in

terms of context. The support of the Foundation in carrying out this evaluation was good up until almost the end of the field work, however, the cooperation ceased to be positive at this point. The lack of institutional collaboration that became evident towards the end of the field work made the evaluation difficult, particularly in terms of obtaining clarifications and confirming the information obtained. The lack of good faith in the work done by the evaluation team displayed by the Management of the Debora Foundation, with the support of the White Ribbon, towards the end of the field work in Guatemala, may have led to failings in the information of which the evaluation team is unaware. Nevertheless, the evaluation team believes that the information acquired is sufficient to support the findings presented in this report.

1.4 Structure of the document

This document is composed of four chapters. This first chapter presents the aims of the evaluation, the methodology used, and, briefly, the strengths and weaknesses of the evaluation process. Chapter two deals with the context, both of Guatemala as a whole and of the institution and its respective counterparts in particular. Chapter three is dedicated to the results. It begins by presenting the administrative aspects of the Foundation, and goes on to consider the economic aspects. This chapter also looks at the policies guiding the Foundation's work; and finally, it looks in more detail at the Foundation's projects. This last section not only considers what each project involves, but also looks at the relevance, impact, results and sustainability of each project, and of the Foundation as a whole. The fourth and final chapter is dedicated to conclusions; the presentation of a counter-factual perspective on the current situation; and finally recommendations for each counterpart (FOKUS, the White Ribbon and the Debora Foundation). This document also contains a number of annexes added to support the findings of the evaluation and the methodological aspects of the work done.

Chapter 2. Context

This chapter looks at the overall context in Guatemala, and the specific context of the relevant institutions. Then there is an introduction to the Debora Foundation. This is followed by a presentation of all the formal institutional counterparts.

2.1 Guatemalan Context

According to the National Institute of Statistics “Women and Men in Figures” (INE: 2008), Guatemala has a total population of 13,677,815 inhabitants. Of this total 7,004,281 (equivalent to 51 %) are women, and 6,673,534 (equivalent to 49 %) are men. 53.9 % of the population lives in rural areas and 46.1 % in urban areas. An important and noteworthy basic demographic characteristic is the high incidence of youth population – 44 % of the national population is under 14 years of age, while 65% is under 24 years of age. In terms of the development of Guatemalan women, it is important to note the significant cultural, linguistic, socio-economic, religious, and political diversity that exists among Mayan, Xinka, Garifuna and mixed-race women. This diversity is a clear reflection of the country's social organisation, and is a central factor when it comes to assessing these women's interests, needs, demands, and expectations. Overall, the situation facing Guatemalan women is determined by their condition as women, their ethnic origin, and their economic capacity, as these three factors are decisive in determining their insertion into social, economic, political and cultural structures.

In addition there are various expressions of aggression and violence experienced by Guatemalan women at different stages of their lives, which limit their individual and social development. Violence is often the cause of early school-leaving or of giving up employment. There is also a direct relationship between abuse of young girls, and their leaving home early, which may lead to prostitution or teenage pregnancy (Promoción y desarrollo de las mujeres guatemaltecas: 25). It is possible to say that girls who are attacked or abused and leave home often join groups of street children, become prostitutes and/or lawbreakers and even, in some cases, end up joining the youth gangs (the *Maras*) (Promoción y desarrollo de las mujeres guatemaltecas: 25).

A large proportion of the Guatemalan population live in adverse economic conditions. In addition there is a level of risk (e.g. extortion) stemming from the causes and effects of armed violence, which affects the population in general, and the population of Guatemala City in particular. Although the Villa Lobos area is traditionally known as a Red Zone – name given to areas with a high risk of violence – these days the violence has extended to all areas of the capital city.

Villa Lobos suffers from all the socio-economic problems mentioned above, including high levels of violence, extreme poverty and extortion, a product of the organised crime that controls the area. Unfortunately, statistics giving specific crime levels for this zone are not available, however, it is known that in the past the Mezquital zone was considered one of the two most dangerous areas of Guatemala City. Crime levels have since risen in other areas of the capital city and the Mezquital zone is no longer outstanding for its levels of violence, however, this does not mean that violence in the zone has decreased. On the contrary, it is very probable that it has increased.

Local economic opportunities are also scarce. Not only are there few employment opportunities, but the presence of organised crime also limits the scope for the population to minimally increase their income. People do not want to demonstrate increased income, for fear of being subjected to protection rackets, “the tax” as it is locally known (see box, The *Maras* and the “Taxes”).

Finally it is important to mention that educational regulations in Guatemala contain rules that easily exclude potential students on account of age. Furthermore, there are not sufficient places in existing schools to provide places for all the potential students. This means that there is a large population that may not have access to formal education. Vocational training is also an important field. In the Mezquital area there appear to be other options apart from the Foundation, but they are scarce. In Guatemala City in general there are other institutions dedicated to adult education and vocational training.

FEMICIDE

There are a number of different definitions of femicide. Some understand *femicide* to be the death of a woman, without taking into account the context in which she died. Other approaches differentiate between homicide – the death of a human being – and femicide, saying that “femicide is genocide against women and occurs when historic conditions create social practices that allow attacks against the integrity, development, health, freedoms and lives of women. Femicide takes place in an ideological and social atmosphere of machismo and misogyny, normalised violence against women, and the absence of laws or government policies. These factors combine to generate an unsafe living situation for women, putting their lives at risk and favouring a series of crimes that we demand be identified and eliminated.”(Lagarde en Muralles Bautista, p:15).

If we understand femicide to be deaths and death threats suffered by women as a result of socio-economic, political and legal conditions, it is important to stress that Guatemalan women are subject to unfavourable conditions, particularly in high poverty areas such as Villa Lobos. In Guatemala, representatives of many organisations celebrated the passing of Decree 22-2008 by the Congress of the Republic, defining femicide as the violent death of a woman, occurring in a context of unequal power relations between men and women, and through the exercise of gender power against women.

The National Civil Police (**PNC** by their Spanish initials) recorded, 532 violent deaths of women in Guatemala in the first part of 2010; according to an analysis conducted by the National Coordination for the Prevention of intrafamily Violence and violence against women (**CONAPREVI** by its Spanish initials), only 45 % of those cases contained the necessary information to be able to determine whether or not it was a case of femicide.

Taking into account the situation facing Guatemalan women in general, it can be said that, without a doubt, the women living in Villa Lobos face violence in general and specifically femicide. Empowerment is, in itself, challenges this situation. However it must be stressed that femicide exists within a complex context and must be tackled on many fronts, including the collective vision of the role and value of women within society.

2.2 History of the Debora Foundation

The Debora Foundation is a Guatemalan Non-Governmental Organisation (NGO) located in Guatemala City, in the Mezquital sector – Sector 1, Plot 173, Villa Lobos II Annex zone 12, Guatemala – part of the Municipality of Villa Nueva. Villa Lobos emerged from a shanty-town invasion in 1995, with the arrival of men and women in a situation of poverty or extreme poverty, who were homeless and/or displaced from rural areas by the violence of the Civil War suffered in Guatemala for 36 years.

Later, in 1996, the mother of the current director of the Foundation and member of the Board of Directors, who has a degree in Social Work, carried out a Socio-Economic Study of the peri-urban areas of the capital. Based on this study the Mezquital Sector, a marginal peri-urban area of poverty and extreme poverty, was selected as the location for the founding and subsequent work of the Debora Foundation. Since its beginnings the Debora Foundation was linked to the Guatemalan World’s Woman’s Christian Temperance Union (WWCTU) to which the both founders of the

Foundation and the current Director belong. Through the WWCTU the Debora Foundation joined with White Ribbon-Norway in search of funding in 1997.

Villa Lobos II Annex passed from being a settlement with shacks built of sheet metal, plastic, wood and cardboard, with open sewers, no electricity and a lack of drinking water, to being a colony of cement-block houses with underground drains and other basic services. These improvements took place with the support of the City which, in 2007, inaugurated the construction of cobbled accesses to sectors 3 and 4 (Unidos por la Paz and Colona Villa Lobos II), and the installation of a drainage system to promote the development of the community, benefiting more than 1,500 families.

The legal allocation of the lands of Villa Lobos II, took place in 1999, subsidised by the Government of Guatemala and legal ownership of the land occupied by the Debora Foundation was allocated on 15th August 1999. The Debora Foundation's installations are built on two adjacent plots: one plot is in the name of Dr. Dora Coloma de Barrientos as family heritage and the other plot was acquired by Mr Antonio Adolfo Barrientos, husband of Dr. Coloma, and he is the owner.

The Debora Foundation, has a three-storey building where the programmes benefiting children, women and adolescents operate, and where there are spaces for administrative offices, a medical clinic, a dentistry clinic, Computer Room, Classrooms for the Debora vocational training school and the *Academia Enfoque* (Focus Academy), and a Child Care facility.

Despite many positive changes, the Villa Lobos II Colony Annex continues to suffer, as mentioned above, from many of the social problems that characterise, but do not only affect, marginalised populations, such as delinquency (with violence from the *Maras* and/or other gangs), discrimination against women, domestic violence, alcoholism, drug addiction, illiteracy, unemployment, malnutrition (in children and adults), lack of medical attention and education, extortion, fear and violence in both the private and the public sphere. A specific study of the local socio-economic conditions does not exist. The information collected prior to the creation of the Foundation was not presented as a study on which to base this evaluation. The lack of basic statistics on the one hand, and on the other of an up to date study prevents us from giving exact information about the local socio-economic situation. Nevertheless, the information in the preceding section paints a broad brush picture of the local situation in Villa Lobos.

2.3 Counterparts: The Debora Foundation, White Ribbon, FOKUS and others

The Debora Foundation has a large number of counterparts for the work they do. The roles of each institution and the aims of the inter-institutional relationship are presented here: First the two key counterparts, the White Ribbon-Norway and FOKUS; secondly the counterparts that make up the consortium of institutions financed through FOKUS and operating in Guatemala; thirdly the different Guatemalan government institutions; and finally other non-governmental organisations.

2.3.1 White Ribbon-Norway and FOKUS

As previously mentioned, the Norwegian White Ribbon is the counterpart institution that serves as the link between the Debora Foundation in Guatemala and the donor institution in Norway. The Norwegian White Ribbon (Hvite Bånd) is the Norwegian chapter of the World's Woman's Christian Temperance Union (WWCTU). The WWCTU is an international institution that was founded

FOKUS POLICIES

General Guidelines:

- Group of beneficiaries*
- Work as a network*
- Rights-based*
- Non-discrimination*
- Transparency*
- HIV-AIDS*

Intrafamily Violence:

- Health-based focus*
- Legal framework and intervention*
- Offering services to victims/survivors*
- Principals of service provision*
- Documenting violence in close relationships*
- Prevention*

Rights and Local Mobilisation

- Work on sexual and reproductive rights*

Political and economic rights and participation:

- The right to economic participation*
- The right to citizen's participation*
- The right to equal pay and respect*
- The right to knowledge and information*
- The right to expression*

in 1874, making it the longest running women's voluntary organisation in the world. The organisation is dedicated primarily to temperance, with activities against drug addiction, alcoholism and smoking, principally aimed at young people facing those addictions, but also at adults. The White Ribbon focusses on substance abuse. Temperance is defined as: moderation in all things healthful; total abstinence from all things harmful. In addition to their work on the issue of temperance, the WWCTU works for the rights of women to vote, protection against abuse, dignified work and the 8 hour day, equal pay, the abolition of child labour, government support for childcare, prison reform and peaceful demonstrations for peace¹ (www.wctu.com).

In addition to acting as the link between the Debora Foundation and FOKUS, the donor, the White Ribbon-Norway is responsible for supporting the Debora Foundation, so that they may become self-sustaining and grow at an institutional level. This support should include capacity building in administration in order to strengthen the Debora Foundation on the road to independence and institutional sustainability. The White Ribbon is also responsible for supporting the Foundation in acquiring funding (applications), and in producing institutional reports. Finally the White Ribbon is responsible for acting as the link between the Debora Foundation and the donor organisation (i.e. FOKUS). The interviews conducted during this evaluation highlight the fact that in the case of the Debora Foundation, support in the process of developing funding applications has most recently come directly from FOKUS. This apparently emerged from a series of misunderstandings. Among those misunderstandings is a failure to outline institutional roles. The counterpart institutions (i.e. FOKUS, White Ribbon and the Debora Foundation) did not share an understanding of their respective roles in terms of the administrative aspects of final reports and funding applications. It is also clear that the White Ribbon faces difficulties in their communication with the Debora Foundation principally due to the use of English as the language of communication. Although day-to-day communication is possible, more high level and technical communication probably faces linguistic difficulties. Although the Debora Foundation claims that language is not a problem (annex A8) the evaluation team sustains that language was a notable impediment to communication. This was made clear not only in the observations and interviews during the field work but also during the presentation of the draft report where it was clear that the Director of the Foundation's grasp of English is not fluent. As no member of the White Ribbon speaks Spanish this should be considered an unresolved problem. Furthermore, the White Ribbon does not have many staff with the experience necessary to submit funding applications of the calibre required. This increases the difficulties faced by the Foundation which definitely needs accompaniment and additional support to be able to produce applications and reports of adequate level and nature to be able to compete in this field. Another problematic aspect is the low number of staff involved by White Ribbon in the Foundation project. Although more than one person from the White Ribbon-Norway was aware of the work being done in Guatemala, support for this project was essentially limited to one person. This presents limits in their potential to support the Foundation (for example, in terms of available time). One last aspect that it is important to highlight is that although the White Ribbon understands its role as an institution to include ensuring that finances are adequately administered, it seems that in terms of the administration of the projects themselves, for example numbers of beneficiaries, the White Ribbon has not been involved. It also seems that the White Ribbon has not dedicated time to ensuring that the Foundation follow up the recommendations of previous evaluations (the evaluation of 2004). This is confirmed by the White Ribbon who openly admit that the organisation's other commitments have limited the attention they have given to the Foundation, and that the White Ribbon also lacks some of the necessary areas of knowledge to be able to give administrative support (e.g. help with Funding applications, etc.).² Taking these elements into account it seems that the Foundation has not been adequately supported by its Norwegian counterpart, at least according to the criteria for why FOKUS uses a Norwegian counterpart and what it expects from that counterpart. It is worth noting that this is probably due to the misunderstanding regarding roles and responsibilities already mentioned above.

¹ Comments from the Norwegian White Ribbon were used as a source of information in addition to the information obtained from the interviews and from the WWCTU web page.

² This information was highlighted during the presentation of the draft of this report.

FOKUS (Forum for Women and Development) is a centre for resources and information dedicated to women's issues. FOKUS aims to spread information about development with a Gender focus aimed at women. The principal aim of the institution is the social, economic and political improvement of women. FOKUS is made up of 71 organisations, committees, political parties, labour unions, solidarity organisations and humanitarian aid organisations with a Gender focus aimed at women (www.fokuskvinner.no). FOKUS is the only organisations of its kind in the Norwegian context, making it all the more important. FOKUS operates according to a series of policy guidelines (see box "FOKUS policies"). In the third chapter of this evaluation the work of the Foundation is analysed in terms of these policy guidelines.

FOKUS' role, in the case of its work with the Foundation, is limited to that of donor, that is to say, considering funding applications, ensuring that the Debora Foundation meets its contractual obligations, and participating in links built with other institutions financed through FOKUS. The relationship would normally exclude direct support in the writing of funding applications and/or reports. In the case of the Foundation, FOKUS collaborated closely in the writing of a funding application, which is not normal practice with projects that have existed for a long time. This occurred as a result of a series of misunderstandings about the requirements of those applications. FOKUS also works in Guatemala with other counterparts. As part of their work with other institutions and with the Foundation, FOKUS created a consortium in Guatemala. The consortium is made up of four institutions that, like the Foundation, have been funded by FOKUS and count on the institutional support of a Norwegian institutional counterpart. In the case of the Foundation this counterpart is the White Ribbon.

This evaluation demonstrates that there is currently a friendly and respectful relationship between the three counterparts (FOKUS, White Ribbon and the Debora Foundation), but that this relationship has been subject to misunderstandings in the past. As was already mentioned above, there were confusion about the respective roles of each counterpart. This also extends to a lack of awareness on the part of both counterparts of how the donor platform has changed in recent years. Perhaps linked to these misunderstandings, or perhaps for other reasons, it is clear that FOKUS has not directly monitored the Foundation to ensure that it develop in accordance with FOKUS policy guidelines, and comply with the recommendations of the 2004 evaluation. Although FOKUS did notify the Foundation and the White Ribbon of the need to modify their work in accordance with rights-based work, a clear and detailed plan of the changes to be made in order to come into line with that policy was never requested nor supplied by the Foundation.

The problem, stemming from the misunderstanding between the three organisations about their respective roles and responsibilities is that a number of aspects of the Foundation's work have remained unsupervised (i.e. advances in how to work based on rights; increases in numbers of beneficiaries; advances in knowledge of how to report on projects and how to apply for funding etc.). this evaluation shows that closer monitoring is required.

2.3.2 FOKUS Consortium in Guatemala

In the Guatemalan context there are four institutions financed through FOKUS which, like the Debora Foundation, have a Norwegian institutional counterpart. These are the Foundation; the National Coordination of Guatemalan Widows (CONAVIGUA); a Mayan Women's Political Association (MOLOJ); and *Mujeres Transformando el Mundo* (Women Changing the World). (More information about each counterpart can be found in Annex A.5). These institutions, together with the Debora Foundation, work on a number of issues related to women's lives in Guatemala. At the request of FOKUS, these organisations were articulated in a consortium which works together on some tasks: Principally the diploma "*Caminando hacia la Igualdad*" (Walking Towards Equality). This diploma deals with Gender issues and is based on a modular system in which the different institutions are responsible for the topics most suited to their work. In the case of the Foundation, for example, reproductive health. The consortium also met and designed a strategy for 2008-2012 which aims to serve as a common platform for coordinated action. The importance of this strategy is not only the resultant document, but also the clear progress from which the strategy emerged. That women's organisations representing different socio-political and ethnic groups of women are working

together is very important, given the long history of discrimination in Guatemala. Although it is true that the organisations work on different issues it is also true that there are a number of areas where cooperation is possible. It is therefore not surprising that the Foundation uses some services provided by other institutions within the consortium as well as those of institutions outside the consortium (see section 2.3.3). However, this inter-institutional support does not appear to be part of an overall effort to mutually benefit from the capacities of the other organisations. On the contrary, it is observed that, outside the Diploma mentioned above, the links between the different organisations in the consortium and the Debora Foundation are tenuous. For example, although if the Foundation requires legal support for one of its beneficiaries it may turn to Mujeres Cambiando el Mundo and it may ask the same organisation for speakers for a talk on human rights, no additional links were noted between the Foundation and CONAVIGUA or MOLOJ. It is worth noting that all the institutions agree that they have a positive relationship and that this may produce more results and interactions in the future. Meetings between the members of the consortium are currently principally dedicated to issues relating to the Diploma and the planning of the same. This evaluation did not find any evidence of additional efforts being made by the Foundation to find other areas of collaboration with the institutions in the consortium. Although we are not evaluating the other institutions, it is worth noting that these did not demonstrate any practical and coherent effort to create closer links with the Foundation on issues not related to the Diploma. Overall, for the moment the inter-institutional interaction is limited, and there are no specific plans to share more networked work. However, it is worth noting that the mere fact that different types of women's institutions are working together in the Guatemalan socio-political context is an achievement.

2.3.3 Guatemalan Government Institutions

The Debora Foundation has four main governmental counterparts: The Municipality of Villa Nueva, the Office of Social Works of the Wife of the President (SOSEP by its Spanish initials), the Educational Supervisor of the Ministry of Education, and the the Presidential Women's Office (SEPREM by its Spanish acronym). The relationship between the Foundation and its institutional counterparts was highlighted as being good by all parties interviewed. In addition to these current counterparts, the government also supported the Foundation in the construction of their building. It is important to note, on this last point, that Dr. Coloma de Barrientos, the current Director of the foundation, declares that the donation for the building was a personal donation to her and not a government donation to the Foundation. This cannot be confirmed due to a lack of documentation.

We can say the following about the four institutions with which the Foundation currently cooperates:

Municipality of Villa Nueva: the Municipality of Villa Nueva underlines their good relationship with the Foundation and notes that the Foundation provides services in a zone of considerable need. The Municipality highlighted the fact that there are other institutions offering similar services in the Mezquital zone, but they do not know how the coverage of those services relates to that of the Foundation. The Municipality currently provides assistance to the Foundation in the form of arts and crafts teachers for the Academy. These teachers provide courses in: Cooking, Embroidery with ribbon, Beauty, and Jewellery making. The teachers' salaries are paid direct, so they do not pass through the Foundation's administration.

SOSEP: The Office of Social Works of the Wife of the President is the institution responsible for the CADIs. CADIs are usually located in private houses with a maximum of 10 places for children. In the case of the Foundation, the CADI has 60 places. In addition to these 60 children, SOSEP authorises Foundation to have an additional 10 places. This agreement between SOSEP and the Foundation relates only to the CADI. The CADI is therefore currently financed by SOSEP, but SOSEP does not pay rent for the building. This last point is important and will be dealt with later under sustainability.

Ministry of Education – Supervision: is responsible for providing advice, orientation, monitoring, coordination and evaluation of the teaching and learning process in the Debora Foundation School. This work is limited to what constitutes the Primary, Secondary and Higher School Certificate (*Bachillerato*) courses dealing with the National Curriculum.

SEPREM: The Presidential Office for Women is an executive body of the highest level, advising and coordinating public policy, promoting the all round development of Guatemalan women and the promotion of democratic culture. SEPREM, uses the knowledge and support of the Debora Foundation to make progress in the area of women's rights in Guatemala. The coordination of these two institutions is voluntary and the participation of the Foundation is sporadic, based on need, and does not have an Annual Operative Plan (AOP).

2.3.4 Non-Governmental Organisations

The Debora Foundation has a number of agreements with other non-governmental organisations. Among them we can cite: PASMO (Social Marketing Organisation) and the Brigade of Cuban Doctors as these are more formal arrangements. These organisations coordinate with the Foundation to support the population that are beneficiaries of the Foundation. In both cases the beneficiaries of the Foundation would be eligible to receive the services even if they were not beneficiaries of the Foundation, however they are made more easily available by these agreements. Facilitating the provision of these services through making these links is positive as it expands the benefits provided to the population of Mezquital in a more open fashion. Here we look in detail at each institution:

PASMO: Is a social marketing organisation, whose mission is to improve the availability, access to and use of key information products and services related to health, for this they use the techniques of social marketing. In relation to the Debora Foundation, PASMO offers training to Dr. Coloma de Barrientos in Family Planning methods and PASMO also trains the women users of the different Foundation programmes in Family Planning, and provides contraceptive products for sale at low prices.

Brigade of Cuban Doctors: offers its health services in different departments of Guatemala, free of charge for the users. The Brigade has an Ophthalmology Clinic, where they conduct consultations with patients suffering from eye infections, carry out surgical interventions, and hold ophthalmology days; in addition, the brigade has an agreement with the Ministry of Health to offer training to medical graduates in hospitals and provide the opportunity to young people to study Medicine in Cuba. The relationship that exists between the brigade and the Foundation is to facilitate the topic of Sexual and Reproductive Health within the FOKUS Consortium, as part of the Diploma "Walking Towards Equality", and to offer ophthalmology services in the clinic located Villa Nueva, where the users of the Foundation can receive those services during hours specially reserved for the Foundation users.

In all these agreements and local links, be they governmental or non-governmental, the relationship with the Debora Foundation as regards the agreements was highlighted as positive. In terms of agreements and links with other institutions it is worth highlighting that the Foundation stresses the need to be able to provide, as the Foundation, services that are currently provided by other institutions. The Foundation stresses that the other institutions do not have the capacity or the possibility to adequately attend to the population of Villa Lobos as this population is far from the relevant organisations. It was also notable that the Foundation is not fully aware of the institutions that could support the population of Villa Lobos.

Chapter 3. Results

This chapter first seeks to present the administrative and financial aspects of the Foundation, and then goes on to present the extent to which the Foundation complies with the policies established by FOKUS. Finally the Foundation's projects are presented, together with their respective relevance, sustainability, impact and results.

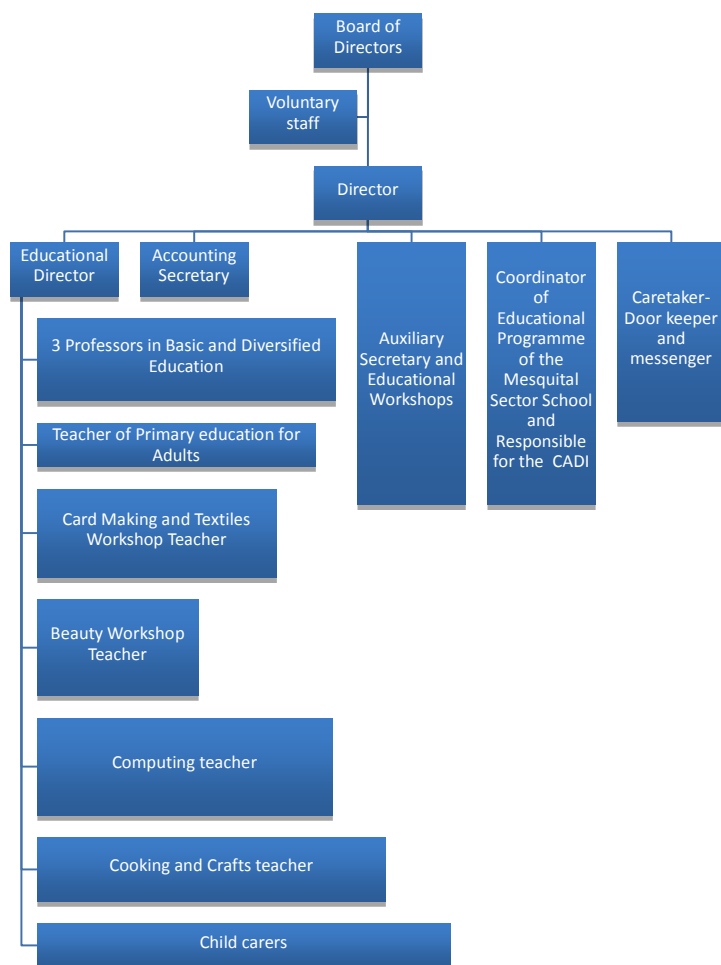
3.1 Administration of the Debora Foundation

The Foundation has a small administration led by Dr. Dora Coloma de Barrientos. Dr. Coloma also acts as the doctor for the Foundation and is the principal provider of medical services to the beneficiaries. She received a salary for her work as a doctor until 2009, but from 2010 this post was eliminated from the budget (see figure 3.4 below). This means that Dr. Coloma exercised two functions (doctor and director of the institution) and was paid respectively for both posts until 2009, and that from 2010 she was no longer paid for two jobs but in practice she continued to exercise both roles. This duplication of functions leads to problems of priorities, as neither the clinic nor the administration have fixed nor stipulated timetables. This means that either the administration of the Foundation or the medical attention may be favoured at any given moment.

The Foundation has a Board of Directors made up of the following four people; Dr. Dora Coloma who is the President and legal representative, Mrs. Silsa Susana Cifuentes de Portillo who acts as Treasurer, Angela Emilia López de Coloma (BA), as Secretary and Mrs. Sonia Marisol Molina Urrutia, who acts as Member I and is the holds the title to the CADI as head carer.

The role of the Board of Directors is to ensure that the Foundation carries out its work according to the proposals, aims etc. The Board of Directors has not followed up the recommendations of the 2004 evaluation in any clear way, nor responded to the request from FOKUS that the Foundation more clearly develop their work and that it be more visibly rights based. It is worth noting that there cannot be a clear and transparent system when the Director of the Foundation is also the president of the Board of Directors (as the power and decision making is centred on one person).

Figure 3.1 Institutional Flow Chart³



Source: Information provided locally by the Debora Foundation

The Foundation does not have an internal Policies and Procedures Manual, nor working guides that state institutional regulations, such as what benefits employees of the Foundation have access to, what the regulations and codes of conduct are etc. Although the Foundation's working day starts at 8:00 am. And runs until 5:00 pm. It is important to note that not all staff keep to those working hours, for example, the Director is committed to an additional employment outside the Foundation in a private hospital where she works three mornings per week. The Director explained that this work is necessary for the continual updating and practice of her profession. It is important to stress that this additional employment does not generate income for the Foundation but private income for the Director of the Foundation.

In terms of contracts, the Foundation's documentation presents a number of irregularities. The absence of regulations or institutional statutes means that many contracts presented to employees to be signed in order to work for the Foundation have clauses of a personal nature and do not deal exclusively with employment services. For example there are clauses that oblige the employee to be clean. The majority of the contracts lack the basic necessary information. For example there are contracts that do not include the amount of salary or payment agreed, nor information about holidays, benefits, and working responsibilities, in accordance with the Employment Code. In addition, the contracts do not meet the minimum requirements, stipulated by Guatemalan law, for the contract to be recognised as valid in the Guatemalan context. This latter point would require that the contracts be signed by both parties, legalised by a Lawyer and a Notary, and presented to the Ministry of Employment in Guatemala. An example of a basic

³ The Executive Director and the Educational Director are not considered part of the Management, because in the absence of the Executive Director their responsibilities are taken on by the Educational Director.

contract that meet the minimum requirements under Guatemalan law is annexed to this report (annex A.4). Furthermore, in the review of the documents in a number of cases the contracts are not valid and in one case from 2010 a person paid by the Foundation for services received did not have Kardek and/or tax number. According to the Foundation this was an administrative irregularity. The evaluation team has no way of confirming this claim. Finally it is worth noting that although it is possible to employ a person without a written contract in Guatemala, this can only happen in the case of specific requirements which the Foundation does not meet.⁴ Illegal contracts or the absence of contracts fundamentally contravenes the work of FOKUS and the ideology behind rights-based work. It is also worth noting that the absence of a contract cannot be justified by the system of payment as a contract can, for example, stipulate payment for hours worked.

As previously noted, the administration is small and basically totally dependent on the Director of the Foundation. This is highlighted by the lack of codes of conduct, regulation of scholarships, regulation of prices assigned to dental consultations, etc. The institution essentially depends on the decisions of the Director of the Foundation and this places the beneficiaries and staff of the Foundation in a vulnerable position in relation to the Management and also leaves the director in a paternalist and assistencialist position in relation to the beneficiaries. It was notable that in the interviews conducted both with staff and beneficiaries, and even some of the institutional representatives, no differentiation was made between the figure of the Director and the Institution, indeed, on the contrary, institutional advances were credited to the director personally. Furthermore the staff of the institution feel indebted to the director for the opportunity to work there and therefore in many cases do not aspire to other jobs although they know that other opportunities could be more lucrative. In terms of employability the administration assures us that there is an open publication of available posts and that this process is not determined by personal relationships. However, there is no documentation to prove or disprove this claim, and, on the contrary, all the staff interviewed were personally close to the Foundation or the director before starting to work within the Foundation. It should be added that the current local administration has not created an image for the Foundation, in the eyes of the beneficiary population, but for the figure of the Director of the Foundation.

Finally, in terms of administrative aspects it is notable that, on careful viewing, the documentation on results and beneficiary groups appears to be misleading and/or tampered with, as will be analysed later on. The number of beneficiaries is lower than at first glance, because the same beneficiaries attend multiple events. That is to say, although the number of people participating

⁴ The Foundation maintains that contracts are not necessary under Guatemalan law. This is a misunderstanding of Guatemalan law on the part of the Foundation. The Labour Code of Guatemala states in Article 19 that "For an individual employment contract to exist and be binding it is enough that the labour relationship be initiated, which occurs with the service provision or the execution of the work in the conditions determined by the previous article. Whenever an individual employment contract is entered into and one of the parties fails to comply with the terms before the labour relationship begins, the case should be resolved according to civil principles which oblige whomsoever has failed to comply to pay the damages caused to the other party, however the respective judgement is the competence of the Work and Social Provisions Tribunals, which should apply their own procedures. All service provision or execution of work is done in accordance with the characteristics specified in the preceding article, and should be governed in its different phases and consequences by the laws and legal principles pertaining to employment. It is understood that the employer may consent to the laws and principles of employment coming into effect through the signing of an individual employment contract, although the labour relationship has not yet begun".

Article 27 also states the : The individual employment contract may be verbal in the case of :

- a) agricultural or farm labourers;
- b) domestic service;
- c) casual workers who do not work more than sixty days; and
- d) the provision of work for a specific job provided the value does not exceed one hundred GTQ, and, if the deadline for handing over the work is set, provided this is not greater Guatemala. Labour Code sixty days.

In all these cases the employer is obliged to provide the employee in the moment the contract is celebrated, with a card or written record that should only contain the date of the start of the labour relationship and the stipulated salary, and the deadline for each payment period, the number of days worked, or the number of tasks or jobs done."

If the case of the Debora Foundation, the verbal contract does not apply and in the absence of a contract the Foundation is not respecting Guatemalan Labour Law.

in each component added together amounts to a total X, if this is reviewed carefully it can be seen that the same persons participate in many components. This means that the number of beneficiaries is lower than the estimate acquired by simply taking the sum of the participants in each component. This faulty reporting is probably due to a lack of clarity, in terms of how to most appropriately narrate the reports. It is important to be clear that it is assumed that these errors were not deliberate.

3.2 Financing of the Debora Foundation

The Debora Foundation is principally funded from Norway. This Norwegian funding has been administered by FOKUS. In addition the Foundation has received monetary assistance or payments in cash from the Guatemalan government. For the years 2008 and 2009 the White Ribbon also provided 10% of the total financing coming from FOKUS. It is also important to mention that there are components of the financing of the Foundation that come from private sources.

3.2.1 Financing by FOKUS and the role of the White Ribbon-Norway

Norwegian funding for the Debora Foundation began with the creation of the institution. The work in Guatemala was born of the recognition of a local need (in Guatemala) and discussions at the international assemblies of the WWCTU. This led to the articulation between the Norwegian White Ribbon and the Debora Foundation as they are not only counterpart organisations in relation to the work done by the Foundation, but they are also both members of the WWCTU. Although FOKUS is not an institution with its own economic funds, it administers economic funds for different donors, among them the Norwegian Government, through Norad, and the Norwegian Telethon. Norad and the Telethon have both financed the work of the Foundation - principally Norad, with funds also coming from the Telethon in the past two years. In addition to the responsibilities of FOKUS and the White Ribbon which are presented in the preceding chapter, the Debora Foundation is responsible for presenting funding applications and developing its projects in accordance with the proposals financed. It must also produce advance reports for the execution of projects and financial reports on the work done. The Foundation is also obliged to carry out their work in accordance with the policies of FOKUS and to make progress in response to the recommendations of the 2004 evaluation.

Within this framework, Norway, through FOKUS, has provided finance to the Debora Foundation since 1997. As mentioned for the years 2008 and 2009 the White Ribbon also provided a counterpart to the FOKUS funding of 10% of the total. The figure below demonstrates the amounts of funding for 2008-2010, the years dealt with in this evaluation. This information comes from the budgets provided by the Debora Foundation. The total amount of funding received by the institution through FOKUS is unknown to the evaluation team.

Figure: 3.2

Year	Funder	Amount GTQ	Amount NOK
2008	FOKUS (including 10% from White Ribbon)	779,548.86	551,868
2009	FOKUS (including 10% from White Ribbon)	1,136,295.30	804,420
2010	FOKUS	887,058.80	627,978
Total			1,260,288

Source: Information about amounts provided locally by the Debora Foundation.

3.2.2 Finance from the Guatemalan Government

Over the years the Foundation has made efforts to diversify their donors. As part of these efforts they secured funding from the Guatemalan Government in the form of monetary donations and payment in kind. This assistance goes principally to the Centre for Child Care and Development (CADI) and the Academy. The services currently funded by the government constitute a part of the services previously financed by Norway. The contributions to the CADI consist of a 1,400 GTQ for each carer and food and gas costs for each child. The Foundation also contributes to

increasing the pay received by the carers, to make it equal to the minimum wage under Guatemalan labour law. To cover additional costs the Foundation charges 50GTQ per child for the care and attention they receive in the CADI. This last institutional income is documented in figure 3.3 under additional entries. It is worth noting that while the CADI are usually free, SOSEP has authorised the participation quotas mentioned here (50 GTQ per month).

3.2.3 Private finance

Private donations are minimal but worth noting in the context of this evaluation. First, the building, which legally belongs to the Director of the Foundation, Dr. Dora Coloma de Barrientos. According to Dr. Coloma the building is located on a piece of land bought by her and her family and built with government donations given to her as an individual. The funding obtained for the construction was provided by the contributions of FOKUS, Norad and the WWCTU (labour), contributions from the Government of Guatemala (construction materials) and contributions from the Barrientos Coloma family. As the building legally belongs to the Coloma-Barrientos family, it can be considered a donation in kind to the Foundation from the family. On the other hand, this means that the donation from Norway for the building legally figures as a donation to the Coloma-Barrientos family.

In terms of the donation from the government for building materials it is important to highlight that it is not possible to verify how regularly this kind of donation by the government to private individuals was made, as the government institutions responsible no longer exist. It is however worth noting that the building stands out among the surrounding buildings, and that part of the costs of the construction of the building were covered by Norway as donor. A division of costs and property agreement was not made before the handing over of funds and because of this, the 2004 evaluation finds that there is mutual responsibility for the misunderstanding. The 2004 evaluation calls for the ownership of the property to be legally placed in the name of the Foundation and proposes alternatives for how that legal change of ownership might take place, however the evaluation concludes that there is no willingness on the part of the owner of the building to change the name on the property titles to that of the Foundation. This conclusion emerges in part from the interviews and also from the document dated 5th March 2011 where Dr. Barrientos writes in conclusion that "...handing over these lands [the building] would bring an end to the vision and mission of the Debora Foundation ... For this reason we are not prepared to renounce the tenancy rights." The evaluation team does not understand the logic behind this declaration. Why would handing the building over to the Foundation as a legal person bring an end to the vision or mission of that same Foundation? Although the letter notes that the law does not currently permit a change of owner, the 2004 evaluation stressed that the Foundation should be prepared to explore alternatives to resolve this problem. This evaluation did not find any evidence that the Foundation has, in reality, investigated ways in which the property could be put in the name of the institution. In fact the law is clear in saying that the land cannot be sold, however it is also clear in stating that these lands are to be inhabited by the families that occupied them. The Debora Foundation is not a family and this is clearly well known, at least informally, to the authorities, because they work together. Furthermore, the good relationship existing between the Foundation and government agencies should open doors to being able to discuss options for handing ownership over to the Foundation.⁵

The building is currently used for functions directly related to the projects financed by Norway and also for the provision of additional services. The additional services are principally a Dentistry Clinic, which is located within the building used by the Debora Foundation, but which is financed externally (by private individuals) and which has a profitable income the amount of which has not been ascertained by this evaluation. The Dental Clinic does not pay rent to the Foundation

⁵ It should be stressed that the discussion here is limited to the **legal** ownership and therefore the comments made by the Foundation in response to this report that question, for example, the fact that the Foundation depends on the willingness of the legal owners, in this case the Coloma Barrientos family, are unfounded. The Foundation will depend on the good will of the Coloma Barrientos family as long as the building belongs legally under Guatemalan law to the Coloma-Barrientos family.

and it does charge for service provision, however, as we have noted, the exact amounts in question are not known to the evaluation team. It is assumed that these charges cover the costs of the Dentistry.

The payments made by the participants in the courses (beneficiaries) and the mothers and fathers of the children who attend the CADI, also constitute private income for the Foundation. Like the parents using the CADI, the participants in the courses at the School and the Academy also make economic contributions. Although the sum of these contributions is documented as a total (see figure 3.3) the contributions to be made by participants in the courses are assigned according to the criteria of the director of the Foundation. There are no statistics for the contributing beneficiaries detailing how much each of them pays, or what the reasons for the assignation of quotas are. Although the cost/quota for a course is known (see section 3.3) there is a system of “Scholarships” at the Foundation, and how many students have scholarships and the criteria used in assigning the amount is unclear. The evaluation team did not have the necessary statistics available to confirm any of this data, nor is there a public or regularised system for applying for or granting scholarships.

Figure: 3.3

Year	Funder	Amount GTQ	Amount NOK
2008	Local income	44,048.79	31,183.5
2009	Local income	31,960.83	22,626.0
2010	Local income	26,974.50	19,096.0

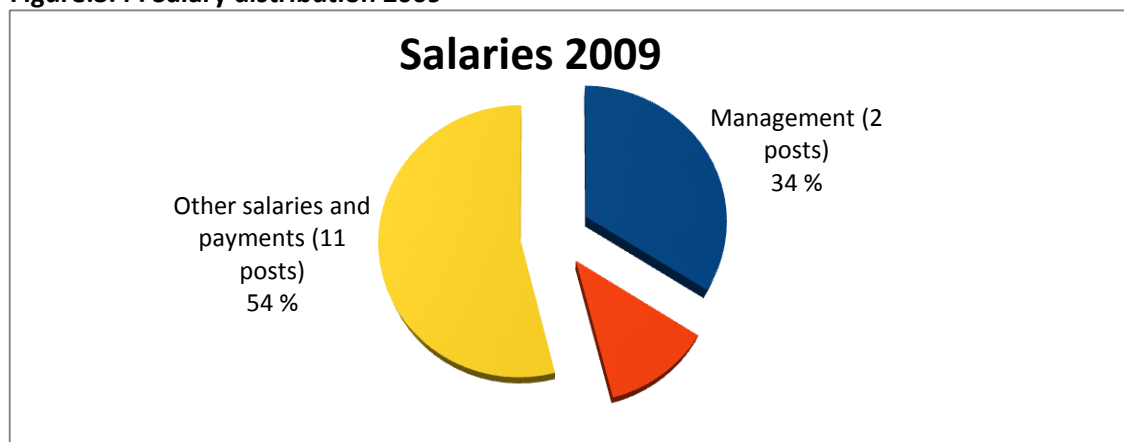
Source: Information provided locally by the Debora Foundation.⁶

The Foundation has an External Auditor. The Auditor provides accompaniment in things related to regular accounting, which means that the reports provided do not stipulate whether the costs were incurred according to the proposed budget. On the contrary, the External Auditor tells us that a payment figures in his work if there are vouchers recording a legal payment, whether or not that payment is in accordance with the project budget. The External Auditor does not carry out an exhaustive review, to validate whether the donor funds are being used in a transparent fashion in accordance with the budget. The evaluation team is therefore not in a position to ascertain whether the budget has been used appropriately. This could only be determined through an exhaustive audit. This finding has been contested by the Foundation and there is a letter stating that the Auditor carries out an exhaustive investigation where the approved budgets and the costs incurred are examined. However that letter does not provide any documentation to show that this has happened in reality. The evaluation team therefore counts on the information collected which contradicts that claim, and with the documentation from the Audit (the Auditor's report) that does not include an analysis of the implementation of the approved budget. This lack of documentation is the reason why the evaluation team cannot confirm that the aforementioned analysis takes place and insists that an examination of the Audit is necessary in order to provide the appropriate recording of the use of the amounts provided to the Foundation.

The majority of the salaries of the Foundation's staff correspond to the Guatemalan minimum wage. Exceptions are the Director of the Foundation who also received a salary as doctor for the years 2008-2009, and the Director of Education, who is the Director's sister. As is shown in figure 3.4, the administrative and medical (doctor) salaries constitute 46% of the total salaries paid by the Foundation:

⁶ Here the subsidies provided by the Guatemalan government that do not involve income into the institutional budget are not declared nor do they form part of the discussion of the budget. That means that the salaries of the teachers and money for the CADI, which do not enter into the institutional budget are not included in the amounts mentioned here nor in any of the graphs in this document.

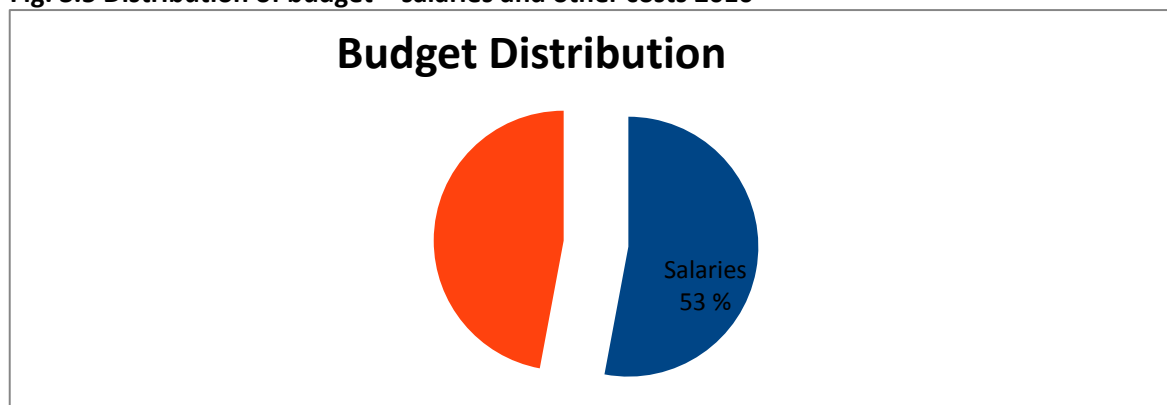
Figure:3.4 : Salary distribution 2009⁷



Source: Debora Foundation institutional budget 2009.⁸

It is worth noting that the position of doctor and the position of director are held by the same person. The three posts (two management and one medical) are in fact exercised by two people. The Director stresses that in some cases there is a third person with medical qualifications who attends when the need arises, however there are no contracts or documentation to confirm or deny the existence of this position. Similarly, the Director and the Doctor did not have contracts stipulating the time to be dedicated to each responsibility, indeed, the necessary contracts do not exist for the period under evaluation in this evaluation. In 2010 the post of doctor does not figure in the budget. In 2010 37% of the salary costs are shared between the two Management positions (2 posts) and 63% of the salaries is shared between 16 persons being the equivalent of 9 full time posts (12 months). This shows that the administration increased its proportional costs between 2009 and 2010 and the same occurred with staff salaries. It is worth noting that one of the services offered by the Foundation – healthcare – is not currently a salaried post and this could explain the proportional staff costs.

Fig. 3.5 Distribution of budget – salaries and other costs 2010



Source: Debora Foundation Institutional Budget 2010.

Figure 3.5 shows that the salaries paid in 2010 constitute 53 % of the institutional costs. Although costs such as employee and Christmas bonuses were not incurred in 2010, a review of salaries observed that some salaries, at least, increased to compensate the loss of employee and Christmas bonuses. The most marked difference between the budgets is the loss of the post of

⁷ A salary breakdown for 2008 cannot be made as that level of detail was not provided in the budgets supplied.

⁸ The information in this and the following graph is contested by the Foundation, however, as the Foundation has not provided information to refute these findings, they only provided new diagrams without the supporting information, no change can be made to this document. This graph, like the others in this document does not take into account external income that does not enter into the budget (e.g. the salaries of the teachers paid directly by the Municipality)

doctor mentioned above, meaning that the salary paid to the Director as a person has decreased in 2010.

3.3 FOKUS policies and their implementation

The following section examines areas that clearly fall within the ambit of FOKUS policies, and how those areas relate to the Debora Foundation and its work is summarised here. The section is divided into General Guidelines, Intrafamily violence, Rights and Local Mobilisation; and finally Political and Economic Rights and Rights to Participation.

FOKUS General Policy Guidelines

Group of beneficiaries: the work of the Debora Foundation is in accordance with the FOKUS policies as it provides support without discrimination and includes men in a minority of the events. It is fundamental to mention that given the position and religious conduct of the institution it is possible that some people self-exclude.

Networking: As previously noted, the Foundation is in contact with three other institutions of the local consortium of organisations receiving FOKUS finance. This work is basically limited to the Diploma, and other *ad hoc* events. Based on the comments made on this report by the Foundation, they stress that they are involved in a number of networks not mentioned here. Unfortunately these networks were not mentioned by any of the interviewees and there is therefore no way to confirm or deny the comments made. PASMO did mention that they will create a network on reproductive health that will come into effect in the future and hopes to enjoy the participation of the Debora Foundation. However, this process does not enter into the period under evaluation and therefore does not, strictly speaking, enter into the remit of this document.

Rights-based: FOKUS clearly states that the work done by organisations receiving finance through FOKUS must have a policy of assistance based on rights. This can be understood in an open or a closed way. A closed definition would be the idea that rights-based assistance only contemplates the participation of institutions or projects in the field of human rights be that in their promotion or in their support at a global/legal level. A broader definition would include as a basis the way in which the institution itself operates. That is to say, how the Foundation understands women's Human Rights and how it implements those rights. In the case of the Debora Foundation this issue has been the basis of much prior debate. Including the courses on Women's Human Rights provided by the Foundation it can be said that the Foundation does share and apply a form assistance based on rights, however, only according to the closed definition. The Foundation has not assimilated the concept of work based on rights in an all encompassing sense. On the contrary, the policies presented by the Debora Foundation in its administrative forms promotes a paternalistic and assistencialist approach driven by a Christian vision. That is to say that although the efforts on "Human Rights and vocational training for women and girls in Villa Lobos" are beneficial, the way in which they are provided obstructs the decision making process and the empowerment of the women participating in the different programmes offered by the Foundation. The same could be said of the institution and the relationship between the Foundation's administration and its staff. This latter point is highlighted by a hierarchical system in which decisions are ultimately made by one person, the Director, and where there is no system of appeal for staff regarding their rights as employees. Although it was mentioned that a representative on the board of directors is a member of the Foundation's staff and that her work includes representing the staff, no example could be given to vouch for that that representation. The interview with the board of directors did not demonstrate that the staff representative had a clear voice within the dynamic of the board of directors. On the contrary, the observations and interviews conducted with the Foundation's staff demonstrated that in the case of staff having ideas or claims, there is no way of effectively submitting them.

Non-discrimination: Although the Foundation holds a Christian religious position, they stress that they invite and accept beneficiaries from all religions. It is important to mention that the

Foundation does hold prayers in its building, which could be interpreted as religious as they are based on Christianity. These prayers are held with the children of the CADI, the students participating in the courses, etc. There is no reason to suggest that the Foundation discriminates, however, there is the possibility of self-discrimination. That is to say, it is possible people do not approach the Foundation on account of its open religious position. Currently neither the parents of the children in the CADI, nor the participants in the courses are provided with documentation stating that participation in the prayers is a personal decision and not obligatory

Transparency: FOKUS also promotes transparent ways of working. There is no documentation to suggest that the Foundation is not transparent in its work, however, the administrative conditions do not lend themselves to objective transparency. That is to say, although there is no reason to conclude bad practice, it is necessary to explore the governance and administrative systems of the Foundation to ensure that this kind of situation could not present itself at any time (see section 3.1).

HIV-AIDS: The Foundation is explicitly dedicated to educating the beneficiary population on HIV-AIDS and promoting the acceptance of people who are HIV+. These efforts form part of the educational work done by the Foundation both with the students studying in the Foundation itself, and with the students of the public primary and secondary schools where talks are given as part of the “Training for life” programme.

Intrafamily violence

Health-based focus: The Foundation has a holistic vision of the issue of health, and provides this service in the form of clinical attention and talks on preventative health. However, it does not have the capacity to provide a more holistic accompaniment. This is not because of a lack of recognition of the local need, but due to a lack of specialised professional staff (for example: psychologists). In terms of health and violence, the Foundation offers what help it can to victims of intrafamily violence, this includes talking with the victims and offering advice. It is worth noting that discussions with the Foundation's staff gave the impression that the Foundation has a very naïve vision of how to deal with violence. For example, the Foundation suggests (with considerable pressure) that women take legal action against aggressors, however, it was not noted that the Foundation had a clear understanding of the repercussions of that action. Although it is true that legal action ideally should be taken, given that the woman must return to her home, there are other issues that must be taken into account, for example, how the family and community would react, will there be violent incidents linked to the legal action, what would the economic repercussions of taking legal action be, etc.

Legal frameworks and intervention: In general the Foundation does not work on this issue as it is defined by FOKUS as it does not figure in their area of work. It is worth stressing that the Foundation does teach the women beneficiaries about legal matters (their rights). Although this does not have an impact at a legislative level, it may have an impact on how the local population understands the law.

Offering services to victims/survivors: The Foundation does not provide this kind of support as it falls outside the scope of their work, however, they do function as a link between beneficiaries of the Foundation who are victims of violence and other institutions that could provide the assistance required. Inter-institutional coordination with Mujeres Cambiando el Mundo is particularly important here.

Principles of service provision: In general the Foundation offers few services to women victims of intrafamily violence where that violence is the central theme of the support. That is to say that it is possible that many of the women who benefit from the services offered by the are victims of violence, however the services for which they turn to the Foundation are unrelated (for example: courses). Nevertheless, when the Foundation offers services to women victims of violence, in general they follow the FOKUS policies. That is to say, they educate the victim/survivor, provide support for women, stress that the victim/survivor is never responsible for the aggression, etc.

The only exception is in the offering of continuing support. Based on the interviews conducted it was noted that the staff responsible for dealing with victims of violence in general had very naïve vision of the dynamics of that violence and how they develop over time. For example: it was commented that when a victim/survivor was physically raped by a family member, the response of the Foundation was to go to the home of the victim/survivor and discuss the matter with the aggressor. Following this discussion, the representative of the Foundation considered the matter closed as she commented that the victim/survivor told her that the violence had ceased. Unfortunately, studies of intrafamily violence generally demonstrate that a single intervention by a third party does not give such effective results. On the contrary, this kind of intervention may lead to more violence and threats against the victim/survivor in order to prevent her from reporting the situation again.

Documenting violence in close relationships: The Foundation does not dedicate time to documenting incidences of violence. In fact, we have no awareness that any formalised documentation exists for the cases of violence they have dealt with. Nor do they seem to have a system that dictates how monitoring and follow up of cases of violence should be handled.

Prevention: In the area of prevention the Foundation is dedicated to training women. From time to time they also include family members, particularly husbands/fathers/brothers in events, but this does not happen regularly in the normal course of their work. The Foundation also deals with the issue of violence in schools. This work currently only includes students. The Foundation proposes in their comments on this report that the majority of women seen by the Foundation are single mothers and it is therefore difficult to integrate men (husbands or partners) in prevention programmes. It is worth noting that during the interviews with beneficiaries, none stressed being single mothers, and on the contrary most had husbands or partners. In some cases they still lived with their parents, however in these cases it is suggested that the family group (parents, brothers or sisters) be included.

Rights and Local Participation

Work on sexual and reproductive rights: The Foundation works on this issue in a number of ways. Firstly they are dedicated to training the beneficiaries of the courses in sexual rights. The Foundation also offers regular health services and organises events with PASMO to provide the local population with education and access to different birth control methods.

Political and economic rights and the right to participation

The right to economic participation: Although the Debora Foundation is not involved in issues relating to the legality of economic participation in Guatemala, it is worth noting that the contracts provided by the Foundation itself do not meet the minimum requirements governing employment in Guatemala, and the Foundation has therefore not complied 100% with the policy established by FOKUS in this field. Although it is true that the Foundation clearly supports the political participation of women through its trainings.

The right to citizen's participation: Through the activities of the FOKUS Consortium Guatemala, made up of: CONAVIGUA, MOLOJ, Mujeres Cambiando el Mundo and the Debora Foundation, they organise a series of activities geared to enabling women to actively exercise their rights to Health, Organisation, Citizen's and Political Participation and to strengthening their capacities at all levels. The beneficiaries of Foundation do not ordinarily participate in these kind of events.

The right to equal pay and respect: FOKUS policy highlights the fact that the organisations linked to FOKUS should support women's rights in equal working conditions and equal pay. The Foundation does not work on this issue in general, however it should again be mentioned that the worker's rights of the women working for the Foundation are not respected in that they do not meet the minimum requirements for rights under Guatemalan law (See section 3.1).

The right to knowledge and information: In general the Debora Foundation does not work on issue of promoting the right to information at a global level. However, it does form part of the

Consortium of organisations financed by FOKUS and is therefore part of the Diploma “Walking Towards Equality” one of the objectives of which is to make advances in terms of the equality and fair treatment of Guatemalan women, the Foundation provides information and in this sense strengthens Human Rights of women participating in the different programmes that have a gender focus.

The right to expression: On this particular issue the Foundation does not coordinate with the local communications media to highlight women's rights. Within the Foundation the beneficiaries of the different programmes do not have clear mechanisms through which to organise themselves, they have neither voice nor vote in the decision making in terms of their benefits, interests and needs. This point is contested by the Foundation, who state that “...respect is important...trust, and not everything needs to be subjected to specific tests.” The evaluation here would like to stress that the institution should provide a space where the right to expression can be openly exercised and have systems to ensure that expression. Otherwise the expression of opinions depends entirely on interpersonal relationships.

3.4 The Debora Foundation Projects (impact, results, sustainability and relevance)

The projects implemented by the Foundation between the years 2008-2010, which is the period under evaluation, are summarised here. For each initiative, the resulting impact, sustainability and relevance of the initiative are discussed. The section concludes with a summary of issues in terms of the overall impact, results, sustainability and relevance of the work of the Debora Foundation.

The Debora Foundation offers the following Programmes and Services:

Figure 3.6 Programmes undertaken by the Foundation during the period under evaluation

Programmes	Services Provided
Adult education school and Debora Vocational Training	Primary, Secondary and <i>Bachillerato</i> level studies in Science and Arts for mature students.
Academy with a Feminine focus	Courses in: Beauty, Cooking, Textiles, Bread making, Pastry making, Card Making, Jewellery making, Crafts, Flower Arranging, English and Computing.
Training for Life in the educational process	Content on: Human Rights, Prevention of intrafamily violence, Political Involvement, Citizen's Participation, HIV/AIDS, Birth Control and Reproductive Health.
Training for life in Schools	Content on: Human Rights, Leadership, Prevention of Addiction, Prevention of intrafamily violence, Sexual Health and HIV/AIDS
Centre for Child Care and Development(CADI)	Child care/nursery service for 60 children aged between 2 and 6 years.
All-round Health	Education in Health, General Medicine and Reproductive Health, and Dental Clinic.

Source: project documents provided by the Foundation

The programmes and services offered by the Foundation which are summarised in figure 3.6 are offered often. Here we present the project, results, impact, sustainability and relevance of each of them.

3.4.1 Adult Education with Debora vocational training

Offers services of accelerated Primary, Secondary and *Bachillerato* level in Sciences and Arts for mature students, aimed at Debora Foundation students who, for economic reasons, did not complete Primary or Secondary education. This kind of course gives the opportunity to women of more than 14 years old to study with a daily timetable from Monday to Friday.

Figure 3.7 The Foundation's educational programmes

No.	Level	Stages and/or semesters	duration	Timetable	Cost of inscription	Monthly payment	Qualification
1	Primary	3 stages	2 years	2 days per week from 2pm to 5 pm	Q.25.00	Q.50.00	Diploma
2	Basic secondary education	2 stages	2 years	Monday to Friday from 7am to 1pm	Q.25.00	Q.50.00	Diploma
3	Higher Secondary diploma (<i>Bachillerato</i>) in science and Arts for mature students	2 semesters	1 year	Monday to Friday from 7am to 1pm	Q.25.00	Q.100.00	Diploma

Source: Information provided locally by the Debora Foundation.

The Debora Adult Education and Vocational Training School was created in compliance with Government Accord 139-2009, MINEDUC. It began to function in January 2008. The Foundation has a Director of Education responsible for the management work with the Minister of education and handling the Administrative aspects of the school. The Director of Education is part of the Management of the Foundation and is the representative of the Foundation when the Doctor is absent.

The school is organised in stages with accelerated adult education and a structured programme, meeting national regulations for this kind of education. In addition, within the educational process, students are obliged to study at least one Course in the Vocational Academy. A review of the beneficiaries shows that a number of them do not participate in the school and the academy at the same time, however, this was justified to us as special cases where the student entered the school at a moment when the Academy trainings were not taking place. The students also have to take part in the Training for Life programme with a Gender focus:

GENDER FOCUS
 “The gender perspective implies recognition that sexual difference is one thing but the attributes, ideas, representations and social prescriptions that are created using this sexual difference as a reference point are quite another” Marta Lamas. Compiler: “El Género, la construcción cultural de la diferencia sexual” PUEG. Mexico 1996

In the accelerated Pre-primary course for Adults, 11 additional subjects are taught:

1. Citizens' duties,
2. Peace Accords,
3. Types of Gender and intrafamily violence,
4. Human Rights,
5. Leadership,
6. Democracy and Participation,
7. Human Reproduction,
8. Family Planning,

9. Pregnancy and Birth,
10. Maternal Breast Feeding,
11. Sexually Transmitted Disease and HIV/AIDS.

According to the curricular documents provided to the evaluation team, during the 1st Basic Secondary course 2 additional subjects are developed: Morals and Civic Mindedness; and Self esteem. During 2nd Basic Secondary 3 additional subjects are taught:

1. Human development,
2. Prenatal Care,
3. Birth and Abortion.

In the 3rd Basic secondary, there are 2 additional subjects:

1. Human Rights
2. Education for Productive Life.

In 1st Stage of the *Bachillerato* there are 4 additional subjects:

1. Sustainable Development,
2. Pre-Natal Development,
3. Health in Adolescence,
4. Responsible Paternity and Maternity.

During the 2nd Stage of the *Bachillerato* 7 additional subjects:

1. Self esteem;
2. Suffrage;
3. Constitutional Rights and Duties;
4. Fair treatment;
5. Respect for pluri-cultural and multi-linguistic difference;
6. Leadership;
7. Responsible Paternity and Maternity.

The Pre-Primary Stage completes the subjects with a Gender focus. An examination of the curriculum does not explain the logic of the courses included and those excluded and there does not seem to be continuous accompaniment on Gender issues. It is important to stress that during the *Bachillerato* no Gender education is provided. It is also worth mentioning that the Educational grade teachers carry out religious practices at the beginning of class with prayers that the students participate in. It is also significant to note that although there is a cost for the education, there is also a Scholarship System. However, that System is not regulated in any way. This means that whether or not students are granted scholarships is the decision of the Director of the Foundation. The evaluation team was assured that if someone requests a scholarship it is granted, however we did not receive information about whether everyone who needed a grant had access to it or whether there are people outside the Foundation's circle who are unaware that this option exists.

A representative of the Ministry of Education is responsible for supervising and offering advice, guidance, monitoring, coordination and evaluation of the teaching and learning process in the Debora Foundation School. On finalising and passing the courses, validity is given to the studies undertaken in the Debora Foundation, which are accredited with the respective certificates issued by the Ministry of Education.

It is clear that there is a need for this kind of course and that they are important and necessary in the Mezquital zone. However, although their relevance is clear, their sustainability depends on the financing of the Foundation from Norway. In terms of results, figure 3.8 shows that a total of 152 participants have taken part in the courses, however, a more detailed analysis shows that this refers to 107 women and young women beneficiaries – this discrepancy occurs because some people take part in more than one course. In terms of the impact, it is difficult to say with certainty what the impact of educating the beneficiaries is. Of course, there is an impact at an individual level in terms of acquiring broader knowledge, and this should be stressed. However, it is unknown whether this impact has wider effects on the economic or social context of the beneficiaries. For example, none of the *Bachillerato* students has yet entered University, because the Higher Education system requires that University applicants sit an admission exam which is a requirement for entry into the

University of San Carlos, Guatemala. More time is therefore required in order to be able to assess what the social impact of the courses is.⁹

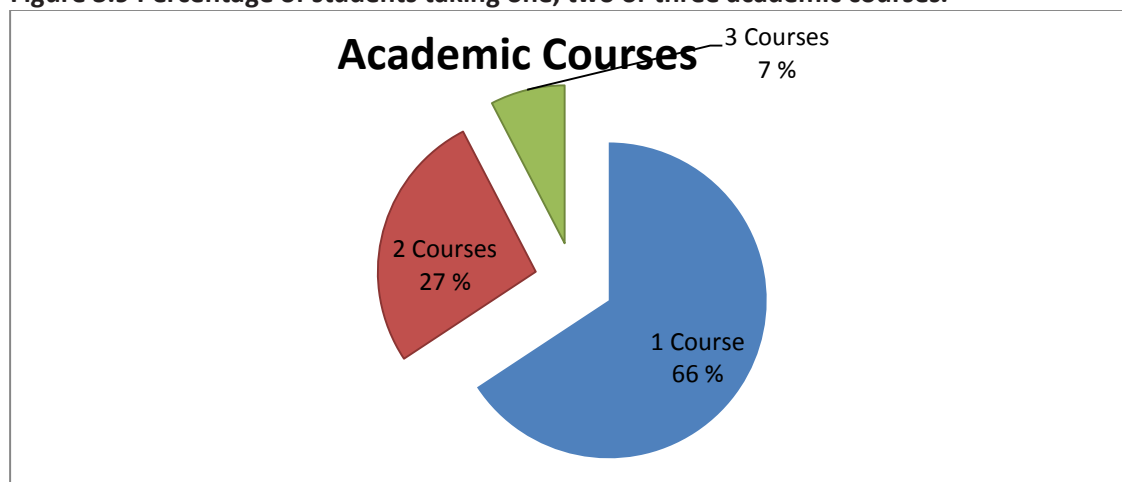
Figure 3.8: Number of participants per course per year

	Number of participants				
2008	11	10	23	0	0
2009	5	12	34	0	3
2010	8	5	10	20	11
	Primary 1st Stage	Primary 2nd Stage	Basic Secondary for Mature students	Basic Secondary Stage II	Bachillerato

Note: The total number of student beneficiaries is 107, filling 152 places on the courses.

Source: Information provided locally by the Debora Foundation.

Figure 3.9 Percentage of students taking one, two or three academic courses.



Source: Information provided locally by the Debora Foundation.

3.4.2. Vocational Academy with a Feminine Focus

The vocational training services offered by the Foundation includes courses in: Beauty, Cooking, Textiles, Bread Making, Pastry Making, Card Making, Jewellery Making, Crafts, Flower Arranging, English and Computing. These courses are aimed at women over 14 years of age, who want to train themselves in one or several of these areas.

The Academy was created according to the Governing Accord 043-2005 and Rev.00716-2009 authorised by the Ministry of Education. Classes are provided according to a daily timetable from Monday to Friday, in Morning and Evening sessions. Through these classes the students acquire knowledge and skills that offer productive employment and self-employment possibilities that enable the beneficiaries to improve their individual and family quality of life through increasing their income.

⁹ It is impossible to know whether the numbers mentioned in the Foundation's report are reliable as they include 2007, which is outside the scope of this evaluation. The statistics in that report mention 16 women as beneficiaries in the literacy course, 67 women as beneficiaries of primary; 74 women beneficiaries of Basic secondary and, 3 of the *Bachillerato*.

The Programme of the Academy includes subjects with a Gender focus. As part of the courses Beauty I and Beauty III, Card Making I, Textiles I and II and Computing 11 additional subjects are taught:

1. Leadership,
2. Citizenship,
3. Gender and intrafamily violence,
4. Human Rights,
5. Democracy and Participation,
6. Human Reproduction,
7. Family Planning,
8. Pregnancy and Birth,
9. Maternal Breast feeding,
10. Sexually Transmitted Diseases
11. HIV/AIDS.

In the Beauty II, Card Making II and Cooking I courses, 8 subjects were included:

1. Leadership,
2. Citizenship,
3. Human Reproduction,
4. Family Planning,
5. Pregnancy and Birth,
6. Maternal Breast feeding,
7. Sexually Transmitted Diseases
8. HIV/AIDS.

In the Bread Making I and II and Pastry Making I 7 subjects were developed:

1. Leadership,
2. Citizenship,
3. Gender and intrafamily violence,
4. Human Rights,
5. Democracy and Participation,
6. Sexually Transmitted Diseases
7. HIV/AIDS.

However, in the Cooking II Course, only 4 additional subjects are taught:

1. Leadership,
2. Citizenship,
3. Sexually Transmitted Diseases
4. HIV/AIDS.

That means that in the Vocational Training Academy Programme, as with the Formal Education programme, the Gender Focus content is not taught systematically and continuously within the teaching and learning process in order to make way for the students' appropriation of their Rights as Women. As with the academic courses, the teachers carry out religious activities in the classroom, with prayers in which the students participate.

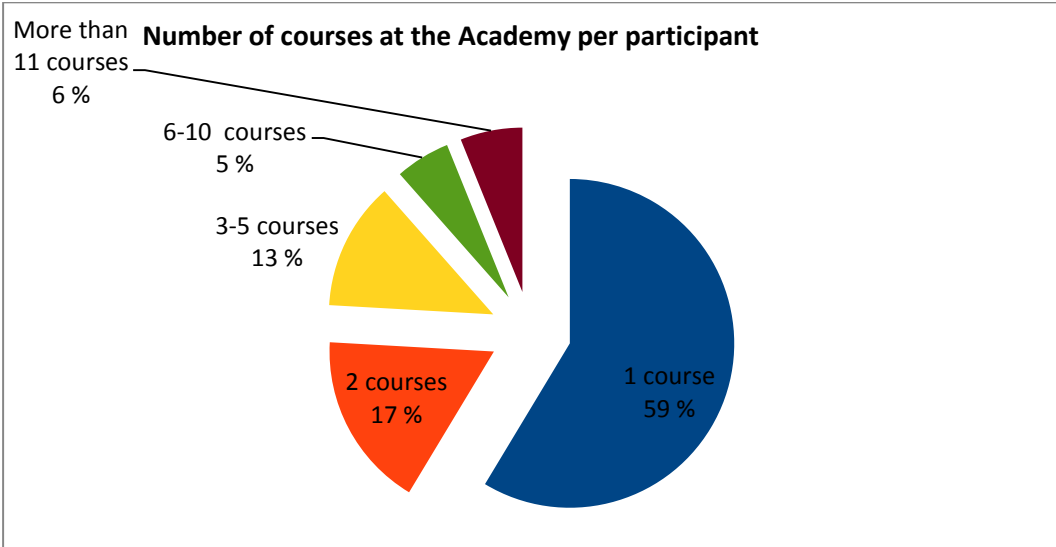
For the practical part of the Beauty course, the students offer free hair cutting services to the student population which are programmed and coordinated with the Head Teachers of the respective public Primary and Secondary schools. These services are also offered to some of the staff of the Foundation, however, who has access and under what regulations is not clearly stipulated. Some of the staff contracts stipulate access to hair cutting services, and others do not contain this clause.

THE MARAS & THE TAXES

Extortion is currently a well known and widely used practice in the Guatemalan socio-economic context. In the Mezquital Zone extortion is known to be common. The misnamed "tax" refers to the cost imposed by the *Maras* who demand payment in cash or kind from an individual or family as part of organised crime. Because of this, the people living in the area generally do not like to demonstrate that they have been able to improve themselves economically. For this same reason, the women beneficiaries of the Foundation stress that they cannot open a business or make their new skills public, because higher income is accompanied by "taxes" and/or danger. This means that, although the women are trained, many of them do not have the possibility to use their new theoretical and practical knowledge for fear of the "taxes". In this way, the impact of the work done by the Foundation is limited by the local socio-economic reality.

The relevance of this kind of training is clear, as there is a pressing need to assist women by providing ways to increase their economic income, although, as mentioned in the box on “The *Maras and the Taxes*” unfortunately the relevance decreases because the courses do not lead to the job opportunities necessary to really meet the stated aims. It is also worth noting that not all of the beneficiaries who finish a course go on to work at what they have studied. During the interviews and focus groups a marked difference was perceived between those who used what they have learnt in order to earn a minimal but useful means of support in addition to the means they had before, and participants who want to continue training indefinitely.

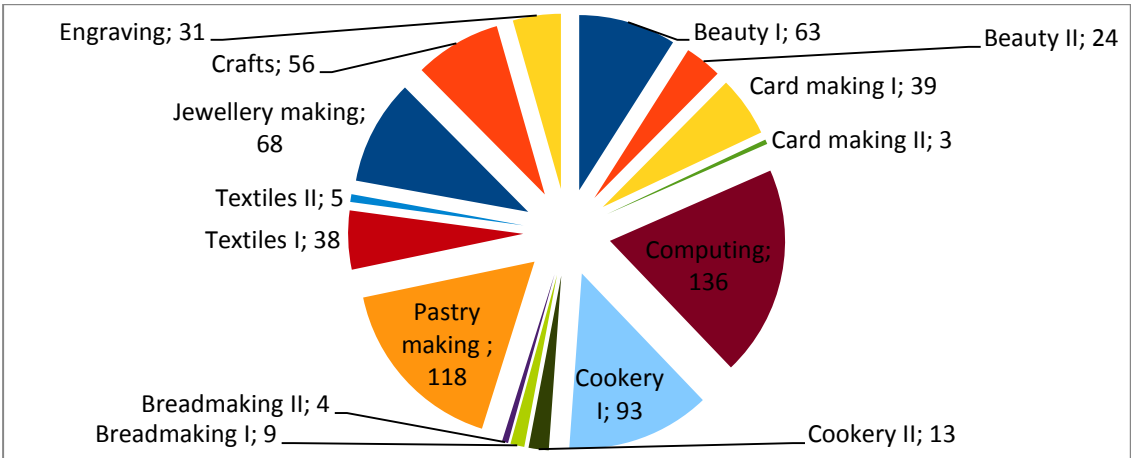
Figure 3.10 Number of persons who take a number x of courses at the Academy in percentages (N=278), period 2008-2010. The total number of courses is 15.



Source: Information provided locally by the Debora Foundation

It is also important to note that some courses have higher participation than others, which could be due to a variety of factors. The Foundation has not carried out a viability study into which kind of course is most useful or productive, or what the participants expectations are when they take the course. As Figure 3.11 shows, there are courses that have a very low number of participants and others where the number of participants is clearly much higher.

Figure 3.11 Number of participants per course compiled for 2008-2010



Note: this table counts participation between 2008 and 2010
 Source: Information provided locally by the Debora Foundation

The sustainability of these efforts is limited as, although the Municipality of Villa Nueva provides teachers, which decreases the cost of the courses, the Foundation depends on the funding from Norway, given that the administrative and building costs are not paid by the Municipality. The

results of the courses are reflected in Figures 3.10 and 3.11. Over the years 2008, 2009 and 2010 in the training services offered, students and ex-students have studied between 1 and 11 different courses per person (see Figure 3.11), this information, together with the results of the interviews indicates that a large number of the participants in the courses do not have a clear idea of how the course could benefit them economically or how they could use it. On the contrary, it was mentioned that they would like to continue attending the courses indefinitely. This presents the following problems: firstly, that the objective of the course is not being fulfilled in many cases (i.e. the use of the material learnt to increase the economic solvency of the the participants) and secondly, the limits this poses on the opportunity for other women from the community to study at the Academy. It is also worth noting that some courses have taken place with only three participants, this could be the result of lack of interest, or because the products used are expensive and may be unaffordable for the students, or that the courses are not relevant, or for other reasons not mentioned. According to information provided during the presentation of the draft of this report it is understood that some courses require special equipment and the Foundation only has a few of these, therefore the number of participants in the course has to be low. This raises the question: does conducting courses that require specialised equipment which people of low income will probably not be able to buy have any value to the local population? The relevance of courses requiring specialised equipment is therefore called into question, given the local socio-economic conditions. Furthermore, the low number of participants in some courses makes the cost of running those courses proportionally high compared to courses that have a higher number of participants. In terms of impact, the impact of these courses is lower than hoped. On the one hand, many of the beneficiaries do not have plans to use their knowledge to increase their income, and, on the other hand, many of those who would like to use what they have learnt cannot maximise their economic development for fear of economic reprisals (“taxes”). This means that if there is no preparatory phase for the adequate insertion of the women students in the labour market and the generation of work opportunities, where the Foundation commits to identifying opportunities in the labour market for the beneficiaries where they can work safely, the impact of these efforts will continue to be minimal.

3.4.3 Training for Life programme / Schools

The Training for Life Programme is endorsed and authorised by the Ministry for Education's Supervisory Service, the talks given are aimed at children (boys and girls) from 4th to 5th grade and 5th to 6th grade Primary, and young people in Basic Secondary aged between 11 and 16 years old. The programme consists of a coordinator and two facilitators within the Foundation. These three women develop the content and attend the educational establishments, in morning or evening sessions to impart the information themselves. According to the interviews conducted, the staff of the schools are not involved in the creation of the curriculum nor in giving the classes themselves. Although there is a questionnaire that teachers and headteachers at the schools fill in about the courses, this questionnaire is methodologically weak (i.e. the use of the responses is not clear nor is it clear how the responses could be integrated into a revised curriculum, nor are there any guides to give people criteria for their responses) and there does not seem to be a system for analysing the information and integrating it into the project.

The facilitators work with both general issues and issues with a Gender focus. Each session lasts 40 minutes. The topics included within the programme are:

1. Self esteem,
2. Human Rights,
3. Drug Addiction,
4. Gender and Family,
5. Intrafamily violence,
6. Citizens' participation,
7. Reproductive Health
8. HIV/AIDS.

The topics are not do not have a religious content, however, religion is introduced by way of examples. The curriculum used by the Foundation does not seem to be a curriculum vetted by the Supervisory Service of the Ministry of Education and it lacks methodology validated by the teaching staff of the Schools. The sessions take place once a month according to calendars established with the schools. Sometimes this timetabling does not take into account the topics being studied within

the normal school curriculum, it is therefore not possible to make use of links between the topics taught by the Foundation and those taught in the normal school curriculum. At the end of each activity there is feedback from the students and the teachers, however, as mentioned, the methodology used does not enable much elaboration or improvement to the established curriculum, nor does it provide any way of measuring the impact of the efforts.

Figure 3.12 Coverage of the Programme in Public Primary and Secondary Schools is 18 schools in the Mezquital Sector

No.	Public Primary and Secondary Schools
1	<i>El Búcaro</i> Mixed Urban School, Morning Class
2	<i>Villa Lobos II</i> Mixed Urban School, Morning Class
3	<i>Lomas de Villa Lobos II</i> Mixed Urban School, Morning Class
4	<i>Miriam Orozco</i> Mixed Urban School, Morning Class
5	<i>Unidos por la Paz</i> Mixed Urban School, Morning Class
6	<i>Villa Lobos III</i> Mixed Urban School, Morning Class
7	<i>Sol Naciente</i> Mixed Urban School, Morning Class
8	<i>Villa Lobos II</i> , Annex Mixed Urban School Morning Class
9	<i>Fé y Alegría</i> Education Centre
10	<i>El Búcaro</i> Mixed Urban School, Evening Class
11	<i>Unidos por la Paz</i> Mixed Urban School, Evening Class
12	<i>Villa Lobos III</i> Mixed Urban School, Morning Class
13	<i>Villa Lobos III</i> Mixed Urban School, Evening Class
14	<i>Sol Naciente</i> National Institute of Basic Education, Evening Class
15	<i>Lomas de Villa Lobos II</i> Official Mixed Rural School, Evening Class
16	<i>Pablo Neruda</i> National Institute of Basic Education, Evening Class
17	<i>Brenda de Gándara</i> Official Mixed Urban School, Evening Class
18	<i>Fé y Alegría</i> Education Centre, Evening Class

Source: Information provided locally by the Debora Foundation

Although it is true that the programme was generally regarded as positive, it is also worth noting that some of the interviews mentioned that the talks are very short and not often enough to have a sustainable impact. On the other hand, the National Ministry of Education includes in its curriculum that Universal Values – truth, justice, liberty, responsibility, equality, fraternity, solidarity, fair treatment, peace, goodness and honour – should be incorporated into the teaching and learning process. That is to say, there is a model of Basic Values, based on Ethics and Morality aimed at achieving respectful and democratic human coexistence with gender equality and fair treatment. This effort on the part of the Ministry gives students affected by intrafamily violence the opportunity to understand the importance of these values and incorporate them into daily life.

This project is of very high relevance, however, it is important to note that the Foundation is not the only institution promoting values. This project is not sustainable without the support of the current donor (Norway). The results of this project are considerable in terms of the number of children who have received the talks, however, the impact is difficult, if not impossible to measure. The lack of measurable impact does not mean that this kind of effort is not important or necessary. On the contrary, it is. However, they are efforts that take a long time to bear fruit. It would be worth examining whether closer inter-institutional coordination between the Foundation, other organisations with similar aims, and the efforts made directly by the Ministry of Education would be possible and positive.

3.4.4 Centre for Child Care and Development (CADI)

The Centre for Child Care and Development (CADI) forms part of the Office for Social Works of the Wife of the President (SOSEP), which provides financial and technical support for the functioning of the Day-care centre at the Debora Foundation. The CADI is run by carers (mothers), who help with

the preparation of food and other activities. There is also a primary school teacher, who is included in order to strengthen the educational aspect.

The Centre receives boys and girls between 7am and 5pm, from Monday to Friday, and the service runs from the 1st January to the 15th December. The programme is focussed on the All-round care of 60 children aged between 2 and 6, the daughters and sons of working mothers and mothers who are students at the Technical Academy and the Adult Education School, who have scarce economic resources and need to leave their children in the day-care centre to be able to work or study.

The CADI offers all-round care and promotes the child development of the boys and girls in its care at a physical, intellectual, emotional, and social level. The CADI also teaches the children to pray at the beginning and end of the day and during food breaks.¹⁰ The mothers of the children pay a quota of GTQ50.00 per month for child-care and shelter, food and nutrition, preventative and curative healthcare and early education, which is supplemented by the financial contribution from SOSEP. In addition to the normal services of a CADI, the Foundation also provides medical attention to the children under the care of the CADI.

Figure 3.13 Medical attention provided to the children of the CADI by year.¹¹

Consultations and return visits with children from the Centre for Child Care and Development CADI			
Year	Consults	Return visits	Total
2008	61	142	203
2009	67	178	245
2010	19	47	66
Total	147	367	514

Source: Information provided locally by the Debora Foundation

We can observe the care offered in the area of Preventative and Curative Health to the children of the CADI operating in the Debora Foundation. The consults are not broken down by sex for the years 2008/2009/2010 it is therefore not possible to show how many boys and how many girls received the service.

The relevance of the CADI is high. As previously mentioned, the CADI is part of a SOSEP programme that usually uses private homes as centres for the care and attention for children. In the case of the Foundation, all-round care can be offered, for psycho-social development in an individualised way, with specialised professionals, something that cannot be done in private homes.

The sustainability of the CADI is also dependent on either the Norwegian donor or on the Coloma-Barrientos family. Although the costs of the CADI are covered by SOSEP, the use of the building is currently covered by FOKUS. If the FOKUS funding were to cease, the CADI would depend on the Coloma Barrientos family for their continued use of the building. The results of the CADI are clear: shelter and all-round care of 60+ children and employment for mother-carers which has additional costs (salary increases) which are covered by the Foundation using money obtained from charging fees. The impact is more difficult to ascertain, however, it is considered that women who work, or who study at the Foundation, benefit from the childcare offered for their daughters and sons. This is

¹⁰ Although Guatemala has a lay government, it seems that the Government does not pay special attention to whether or not religious activities are developed in government institutions such as schools, nurseries etc.

¹¹ The consults and return visits are not broken down by sex for the years 2008/2009/2010

considered a positive action for these women, giving them the opportunity to work for money outside of their homes and/or study at the Foundation.

3.4.5 Health Programme

The Debora Foundation offers services in Health Education, General Medicine, Reproductive Health and Dentistry, to children, women and men.

Ultrasound is used for early diagnosis of the state of health of the patients (see Figure 3.14).

Figure 3.14 Number of beneficiaries of the ultrasound by year¹²

Ultrasounds 2010		
Women	Men	Total
20	2	22

Source: Information provided locally by the Debora Foundation

As a result of the Foundation's work, women beneficiaries can participate more actively in resolving their reproductive health problems and as a consequence they are have the capacity to enjoy a satisfactory and risk free sex life.

The Protection of Women's Rights is fundamental to the appropriation of their bodies, as is making the distinction between their sexuality and reproduction. In terms of Reproductive Rights, men should also participate and contribute to change, through respect for Women's Human Rights. In this sense, the Foundation, with the support of its local counterparts, supported women in the use of contraceptive methods. In 2010 this programme had 29 beneficiaries (see Figure 3.15).

Figure 3.15: Beneficiaries of Contraceptive Methods in 2010

Long term Contraceptive Methods, 2010	
Method	Number
Implant/Norplant	9
IUD	20
Total	29

Source: Information provided locally by the Debora Foundation

The most commonly used long-term contraceptive method is the IUD, which is a plastic T-shaped device. The least used is the Norplant Implant. This is clearly seen in the 2010 statistics. This corresponds to PASMO's experiences in other regions of the country.

In addition to support with contraceptives, the Foundation also practices preventative medicine. Cervical Cytology exams or Pap stains, for the early detection cancer in the cervix form part of this service. Figure 3.16 shows the services offered in the years covered by this evaluation.

Figure 3.16 Preventative medical examinations for women 2008-2010

Cervical/Cytology examinations

¹² Use of the ultrasound system only began in 2010.

Year	Women
2008	222
2009	235
2010	269
Total	726

Source: Information provided locally by the Debora Foundation

The medical consultations are a walk-in service attending to the needs of the patient. Figure 3.17 shows the number of this kind of consultation offered by the Foundation each year.

Figure 3.17 Consultations offered by the Foundation per year.

Debora Foundation External Consults			
Year	Women	Men	Total
2008	311	0	311
2009	200	53	253
2010	126	40	166
Total	637	93	730

Source: Information provided locally by the Debora Foundation

The Foundation's medical clinic is constantly open to attend to patients during working hours. This is good in one sense, because it provides care to a population with few other opportunities for this. However, it also poses institutional problems, due to the fact that the executive director of the Foundation is also the Foundation's doctor, and the administration therefore suffers as a result of offering medical attention without regulating the hours the clinic is open.

The Dental Clinic operating within the Debora Foundation building offers its services to the people of the Community. The clinic is currently run by a student of Mariano Gálvez University who has her certification of completion of studies and is just waiting for her official degree certificate. However, it is important that a professional in Dentistry provide the basis for the correct administration of the clinic and attention to patients, according to the Laws regulating the practice of dentistry in the country. According to the Constitution of the Republic of Guatemala, article 90, Guild Membership is obligatory for University Professionals, with a view to the moral, scientific, technical and material improvement of the university professions and the control of their practice. Lack of information about Rights and Obligations could lead to bad practice in the care, that could lead to sanctions against the Foundation and/or the dentist.

In terms of the relevance, sustainability, results and impact of the health services, it is worth highlighting the following: Mezquital has a population made up of 32 neighbourhoods and an estimated 175,000 people, according to the Foundation's finance application (Mayo 2007). On the one hand, this population does not have access to many opportunities in the area of preventative health, on the other hand it is important to note that the population attended by the Foundation is small in relation to the population of the area in total. That is to say, although the attention provided is relevant, the overall impact is small. Nevertheless, the impact for the individuals receiving the care is high. In terms of sustainability, the health care support is directly linked to the financial support of FOKUS as without this, the Foundation would cease to operate. In terms of impact, it is difficult to establish, from the information provided, what the situation would be if this clinic could not offer the services it does.

3.4.6 Organisation and Empowerment of the Women beneficiaries and users

Women beneficiaries are understood to be the mothers and children using the CADI, the Vocational Academy, the Adult Education School and the Staff of the Foundation; Users are understood to be

the students of the Vocational Academy and the Adult Education School, who are trained or study at the Debora Foundation.

In terms of the Organisation and Empowerment of the women who attend the Foundation's different programmes, there is no organisational model within the institution where the students have a space to exercise their leadership, organisation and empowerment. Although there is a representative of the Staff of the Foundation on the Board of Directors and it is mentioned that each course has a representative, no formal system was documented that protects the empowerment of the beneficiaries. Nor was it possible to collect verbal information that clearly defined how the women beneficiaries are empowered during their involvement with the Foundation, be that as staff, students or mothers using the CADI. In terms of the organisation of women participating in events outside the Foundation, only one interview demonstrated that in some cases support is given so that women beneficiaries participate in more global women's events (i.e. groups, local conferences etc.), and the information was not very explicit, and could not be verified in any way. The Foundation does not seem to regularly dedicate itself to actively organising women.

EMPOWERMENT

Empowerment means: "A process of Social action by individuals and groups in communities to increase control over life and facilitate transformations at an individual, and social level and in terms of material conditions." Dr. Nina Wallerstein "Forum for the Promotion of Health and Empowerment" Empowerment, University of New Mexico, 2006.

3.4.7 Impact, Results, Sustainability and Relevance

Here we present the relevance, results, impact and sustainability of the overall work done by the Foundation. Figure 3.18 shows the relevance, as it is clear that the situation in Mezquital is not a favourable one for women. As was stressed in the contextual section of this document, women in Guatemala in general and in particular women in a vulnerable socio-economic and political situation, such as that of Villa Lobos, face many difficulties. Among these difficulties is the absence of possibilities for economic income, lack of health care, etc. The relevance of working with women in this zone is therefore very marked.

In terms of results, these are moderately evident, as, although the Foundation offers necessary services, the results affect a very small population of beneficiaries. In addition, the Foundation claims to offer assistance to the entire population of Mezquital (175,000 People), when the reality is that the results only affect a proportionally small number of beneficiaries. It is important to mention that it was not possible to see, based on the documents provided, whether the results presented in the results documents are reliable or not. The final reports on the projects refer to the periods 2007-2009 and 2007-2008 which do not correspond with the years under evaluation, and for many of the figures reported there is no additional documentation. The Foundation did not provide us with any information about the system for collecting some components of the information in the end of project reports. In fact, conversations with the staff gave us the impression that such a system does not exist. Information such as, for example, percentages of people whose economic income increased following the courses offered by the Foundation, or the percentage of people who report incidence of intrafamily violence that have been supported by links with other institutions, number of women who, following their training, have been incorporated into sources of formal work etc. One worrying aspect is the number of beneficiaries of the school (formal education courses for mature students) and some of the the courses at the Academy. Although the Foundation underlines the fact that they carry out efforts to make their work more well known, the low numbers of participants demonstrates that there is little interest, or that the efforts made are not producing results. Whatever the reason, the costs are relatively high, given the small number of participants in the places and the quotas. For example, the *Bachillerato* course in 2009 with only 3 students and in 2010 with only 11. The same could be said of other courses.

It is also important to note that the beneficiaries of one area of support are usually the same as those supported by another area. That is to say that it is students and ex-students who use the medical services, and many of them also complete a number of courses, use the CADI etc. This means that the reports of the results are contextually increased.

In terms of the impact, the Foundation faces even greater difficulties. These difficulties are not only linked to the work of the Foundation but also to the social context in which they are working. Although it is true that providing ways for women to be able to increase their income is important, there are basic problems with how the Foundation develops their attack on feminine economic inequality, for two main reasons: firstly that the women learn skills for which the income that can be earned is low and that income cannot, therefore provide them with independence. Secondly, if they could carry out their work in a lucrative manner and thus gain independence, the political situation with the *Maras* who charge “taxes” (protection money) means that people cannot openly increase their economic income. The model used by the Foundation, although it is beneficial, will not be able to help the beneficiaries to escape from their current situations unless these problems are resolved. This issue is developed in more depth in the recommendations.

Sustainability is, without a doubt, the most precarious issue facing the Foundation. The Foundation depends almost entirely on the FOKUS funding. There are also Inter-Institutional agreements and Letters of Understanding with a number of Government Bodies, for example, the Municipality of Villa Nueva and SOSEP, however, these agreements only provide funding for staff and materials, not for the building or the administration. As the building is the private property of Dr. Coloma de Barrientos, she would have to donate the building to the Foundation for the projects to continue if the financing were terminated. The individual sustainability is also a little precarious, as although what they have learnt stays with the beneficiary, they are often not able to practice what they have learnt, and the sustainability is therefore diminished.

In terms of the impact, results, relevance and sustainability, the Figure below summarises our overall conclusions:

Firstly, that the level of relevance for the kind of work done by the Foundation is high; secondly that the results are only relatively high, and, if we take into account the total population attended, they are not so high; thirdly that the impact of the work done by the Foundation is small, as in general there is not the capacity to meet the aims and provide the beneficiaries with a way out of their situation, and the projects do not have the capacity to achieve overall change. That is to say that the impact is generally internal, at the level of the individual (e.g. more personal knowledge). Finally, the level of sustainability is low, as the Foundation depends on a single main donor (FOKUS) to be able to continue their work.

Figure 3.18 Graph summarising the relevance, sustainability, impact and results of the work of the Foundation.



Given these findings, it can be said that the Foundation in general has not been able to meet its main objective of helping women to escape from the socio-economically overwhelming situation in which they find themselves. This is mostly due to the current circumstances, which prevent many of the women beneficiaries from using what they have learnt in a viable way to gain independence. On the other hand, although the education of women is an extremely positive step, the exclusion of other members of society, principally the women's families, means that much of what is learnt is not necessarily shared in the home. Nevertheless, it is important to stress that the lack of socio-economic studies measuring the level of impact prevents us from knowing exactly what impact there is, beyond what we can glean from the interviews and observations made during the evaluation. To date we do not know how the Foundation reaches the findings on impact in their reports.

In terms of the value of the different projects it is important to note that the beneficiaries interviewed mentioned that all the services were positive. However if the institutional aims are taken into account in terms of the responses given in the interviews and focus groups, the following emerges as important: the courses on rights are a very positive step for women, but that this will probably have its effects on how they educate their children and how they feel personally, not on how they are treated. Social change emerging as a result of the courses is not evident, given that the earning power based on what they have learnt in the Academy is very low and is not sufficient to be able to escape from violent relationships if they are experiencing them. Women who stressed having the support of their partners or spouses also stressed that that support had existed before starting the course, and women who mentioned abuse noted that that abuse continued.

Of the support provided, those who had the highest possibilities to of being able to achieve higher income are those who studied formal education as this can help them to find formal employment, and the users of the CADI, which, without a doubt, gives women the opportunity to develop in other areas, for example seeking formal employment outside the zone of Villa Lobos.

Chapter 4. Conclusions and Recommendations

This chapter is dedicated first to summarising the progress made in meeting the recommendations from the 2004 evaluation. Secondly, some general conclusions of this evaluation are presented, and finally there is a summary of the recommendations for each party: FOKUS, White Ribbon and the Debora Foundation.

4.1 Previous evaluations

The 2004 evaluation made a series of recommendations. In accordance with the aims of this evaluation, the recommendations from 2004 are summarised here and progress made in relation to those recommendations is assessed (see Figure 4.1).

Figure 4.1 Summary of progress made in relation to the 2004 evaluation

Evaluation of the project "Education for the girls and women of Villa Lobos, Guatemala 2004"		
Number of the recommendation in the evaluation ¹³	Recommendations 2004	Progress made
3	Assess the development of the activities where the women can apply what they have learnt in practice. This will ensure systematic following up of the women who attended the workshops.	No follow up has been given to the students trained, to help them achieve the incorporation of products and thus obtain economic income which would have a social, environmental, technical and economic impact in the short to medium term .
4	Express the entry requirements in writing, and seek to create systems that facilitate the incorporation of children at risk and poorer women.	No technical entry requirements have been set down in writing nor have <u>systems</u> designed to facilitate the incorporation of at risk children and the poorest women been established.
4	Formalise the grants system, which although it exists in practice, should be formalised.	There is no regulated system to apply or award grants.
5-6	The health care should be preventative. Information about health should be systematically made available to the target population.	There is inter-institutional coordination with the Health Centre to carry out information campaigns and work on preventative health, aimed at the population of the Mezquital sector. It is difficult to know how systematic these efforts are without having information that clearly stipulates the content of those agreements (that information was not provided to the evaluation team).
7	Promote self-help groups among the women suffering from intrafamily violence.	There are no self-help groups among the women who participate in the Foundation's different programmes. The only self-help groups found are groups formed by beneficiaries and non-beneficiaries, but they don't receive support from the Foundation.

¹³ The number and order do not correlate because the numbers correspond to order given to the Recommendations in the 2004 evaluation report

11	Strengthen the setting up of student representatives in the project in order to increase participation in decision making.	There is no organisation within the Foundation that represents the needs of the students. Although we were informed that there are student representatives, their responsibilities, role and position is not clear, nor is it stipulated in writing in any of the documentation.
9	The descriptions of the projects and the reporting needs to be improved, particularly in terms of establishing desired annual results and providing information about how those targets are being met.	The descriptions of the projects and the progress reports contain weaknesses. These reports should be based on information that can be collected and assessed, which currently seems difficult.
12	It is necessary to work to gain funds from other sources in order to strengthen the Foundation financially.	Projects have been submitted to other institutions, however to date these are still pending responses. There has been some success using the Guatemalan government as a funding counterpart.
10	It is necessary to ensure the Foundation's legal right to use the property (the building), it is also necessary to ensure that FOKUS/Hwite Bánd's contributions stay with the Foundation	<p>The letter dated 3rd March 2011 contesting this issue is interpreted as a lack of will on the part of Dr. Coloma Barrientos to pass the titles of the property over to the Debora Foundation. Although a series of reasons are given for which this change of title is not feasible, including the argument that it would not be legal. It also states that “handing over these lands [the property] would bring an end to the vision and mission of the Debora Foundation.... For that reason we [presumably the Barrientos Coloma family] are not prepared to renounce the right to tenancy of these lands.”</p> <p>This evaluation does not understand any reason why handing the property over to the Foundation would “bring an end to the vision and mission of the Foundation”. On the contrary, handing over the property would give the Foundation greater rights and increase its sustainability. In terms of the legal problems, the following should be considered:</p> <ol style="list-style-type: none"> 1) Guatemalan law with respect to shanty towns has changed over the years. In the beginning the shanty town itself was illegal, for example. 2) Under the current law, a family should be living on the land. It should not house an institution. This shows that current law is already being violated. It also shows that the authorities do not apply the law to the letter.

		<p>3) Given the positive relationship that the Foundation has with state institutions it is probable that they would be more disposed to help the Foundation to become owner of the property. Although this would be making an exception, the very existence of the Foundation is an exception that has been accepted by the local government.</p> <p>4) It is worth noting that the Foundation has not made any efforts to see whether there are possibilities to change the current situation, this lack of efforts, given the recommendation of the 2004 evaluation is also interpreted as a lack of willingness to deal with the issue.</p> <p>5) To close this issue there would have to be monitoring of the Guatemalan legal process. It cannot be based on documents between FOKUS, White Ribbon and the Debora Foundation as those documents have no basis in Guatemalan Law.</p>
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14	The Debora Foundation should receive support for trainings on Women's Rights and Gender through exchanges with other projects supported by FOKUS and other relevant organisations in Guatemala.	Through the alliance established by the FOKUS Consortium in Guatemala, CONAVIGUA, MOLOJ, Mujeres Cambiando el Mundo and the Debora Foundation, at the request of FOKUS, there are some common projects. Principally the Diploma " <i>Caminando Hacia la Igualdad</i> ", where an exchange of experiences has been established based on Women's Rights and Gender.
14	Develop a strategy to strengthen the organisation of the women involved, so that the project be more markedly within the FOKUS strategy and criteria for support.	Progress in the Strategy and the inclusion of gender in the projects, programmes and actions of the Debora Foundation is slow, due to the paternalist and assistencialist focus of the Foundation. This does not allow progress in terms of the integral development of the women.

4.2 Another view of the current situation

Here we take the liberty of developing a small counter-factual and presenting an alternative vision of the current situation. Starting from the premise of what would have happened if FOKUS (or another similar donor) had not financed the Debora Foundation: First, it is very probable that the building

would not be a structure of such size and quality. This does not mean that on the one hand the services offered would be less, nor that the Barrientos-Coloma family would not be the owners of a building of similar cost. Secondly, in terms of beneficiaries, if the Foundation had not had funding the number of courses would have had to be fewer and the medical care would not have the technical capacities it does (e.g. ultra sound). The beneficiaries could have created a local CADI under the normal regulations (i.e. in private homes with 10 children per home). It is probable that the quality of care for children in a home-based CADI is less than the care they receive in the CADI at the Foundation, however there would have been access to a nursery. It is worth adding that the CADI at the Foundation charges the beneficiaries and a home-based CADI is totally free.

Similarly, it is possible that women would not have had access to training courses locally, however there are Government and Non-governmental organisations that offer training for women in the municipality of Villa Nueva and the Guatemala City. It is also worth noting that the number of beneficiaries at the Academy and the School is low, so finding places at another institution should not be a problem. However, transferring to a training or education centre outside Villa Lobos would make access difficult for the beneficiaries. In short, without the FOKUS funding the women who have been direct beneficiaries would not have had access to those services. That is to say, that in the years under evaluation 107 women would not have had access to education (Primary, Basic, *Bachillerato*) within Villa Lobos; 249 women would not have had access to the Academy and 60 children would not have had access to the CADI (some of the children are not the same each year). In addition, 730 (average of 243 per year) medical consultations would not have taken place, forcing the patients to seek medical attention elsewhere. Furthermore, the above mentioned beneficiaries (of the School, Academy etc.) would not have knowledge of preventative health, women's rights etc. which are the additional courses provided by the Foundation.

In summary, it is clear that the FOKUS funding has had high value for some of the inhabitants of Villa Lobos, however, this group of beneficiaries is fundamentally the same individuals for the majority, if not all of the services. The overall group of beneficiaries can be estimated at around 300+ women for the years 2008-2010.

4.3 Overall Conclusions

This section highlights some overall conclusions. Although it is recognised that for the (individual) women who have access to the services offered by the Foundation, these are very positive (see information on numbers of beneficiaries in section 3.3), there are a number of areas that have implications that go beyond the number of direct beneficiaries and which deserve closer attention. These conclusions refer principally to the administrative systems that govern the Foundation itself and not the results of each project as these were already presented in chapter 3.

1. Without a doubt, the Foundation and its staff are dedicated and wish to help the local population.
2. The Foundation currently does not have an effective or organised administrative base. The administration and management of the Foundation is centred on very few staff. This, together with the lack of documentation and institutional regulations makes transparency difficult and makes it difficult for the women who work for the Foundation to be involved, or to empower the beneficiaries. Many systems are lacking that would support the transparency and effectiveness of the administration, legality, and a system based on rights. A series of institutional documents that guarantee the rights and obligations of the beneficiaries and staff of the Foundation are lacking. In addition the Directors of the Foundation and the clinical attention depend on the same person, making the adequate provision of both those functions a problem. This requires a clear division of time between administrative tasks and medical attention. Finally, the institution does not seem to receive the necessary support from its Norwegian counterpart. It is very probable that this latter point has made progress in the administrative field more difficult (for example: the creation of Systems that provide transparency).

3. The administrative and contractual aspects of the relationships with staff and beneficiaries (students) do not contain elements that support a system of empowerment. On the contrary, they support a system that is not rights-based, due to the lack of transparency in decision making (e.g. contracts that don't meet the minimum requirements of Guatemalan Labour Law and a System of Grants that is not transparent)
4. Within the Debora Foundation there is no model for student organisation to give the opportunity to exercise power in decision making, self-evaluation, self-representation, self-determination and leadership in the Empowerment of Women.
5. There is no systematic inclusion of partners and family members in the training process with a Gender focus. This makes it more difficult to achieve all round progress in Women's Human Rights in the private and public sphere, raising the awareness of partners, husbands and other male family members, in order to achieve gender equality and fair treatment between men and women.
6. The Ministry of Education includes Values in the curriculum for its teaching and learning process for students at a Primary and Basic Secondary level, however, these contributions are not used as a starting or reference point for the Foundation's work. There is therefore no link at a curricular level between the efforts of the Foundation and those of the Ministry of Education.
7. The training for life programme with a gender focus developed by the Foundation does not seem to have developed a systematic curriculum nor a logic of increments for the teaching and for student's learning processes.
8. The courses at the Academy are not based on a market viability study. The efforts do not necessarily therefore allow the users of the different workshops to incorporate their products into the market and thus obtain economic income. The efforts of the Academy therefore cannot maximise their social, environmental, technical and economic impact in the short or medium term.
9. The Dental Clinic at the Foundation is run by a student, awaiting her certificate to be able practice as a Dental Doctor, which places the care given to the women and men attending the dental service at risk.
10. It is considered that the most crucial elements for the success of the Foundation are: implementing a strictly rights-based lay education, rather than one based on paternalism, allowing for the total inclusion of the women participants. It should be a system with a Gender Focus not only in the teaching, but also in the way the Foundation is organised, in order to make empowerment, and the identification of products (i.e. courses) feasible and to provide the opportunity for economic empowerment. The number of beneficiaries should be higher at a local level.
11. All these elements must be taken into account in order to make it a Sustainable Project. In addition it is necessary to create a Monitoring and evaluation System that enables successes and mistakes to be measured, and which foresees how to follow these up in order to make progress and have a positive impact on the transformation on the women's lives, giving alternative solutions based on their practical and strategic needs.

12. Without a doubt the women who have been beneficiaries of the projects see their links to the Foundation as a positive process, so at a personal level the impact can be said to be high level.

4.4 Recommendations for FOKUS

1. Organise a meeting with all the counterparts to clearly discuss their roles.
2. Assess whether the Norwegian counterpart institution has the capacity to provide the necessary support to the Foundation, to ensure adequate reporting of projects and funding applications.
3. Establish a solution to the legal question of the building to ensure the issue is resolved legally in the Guatemalan context. This requires that either the property be transferred from the Coloma-Barrientos family to give rights in perpetuity to the Foundation or that FOKUS recognise the Coloma-Barrientos family as owners and the matter be closed in another manner.
4. Work together with the counterparts, the Debora Foundation and the White Ribbon, to improve their understanding of the meaning of Rights-based work in general and the policies of FOKUS in particular. Alternatively, seek another counterpart in Guatemala with a deeper understanding of rights-based work that can provide assistance in the Villa Lobos area.
5. Ensure that the Foundation clarify the administrative aspects that provide transparency. Linked to this point, it is necessary to carefully examine the cost-to-results relationship of the services provided. It is also recommended that the Auditors provide reports that examine whether spending is based on the budgets presented to FOKUS.

4.5 Recommendations for White Ribbon

1. Support the Debora Foundation with accompaniment and assistance in the area of administrative capacity building, so that the Foundation becomes capable of competing for funding and reporting adequately on the work done.
2. Find staff who can liaise with the Foundation in Spanish, in order to provide the necessary support. If the White Ribbon does not have this possibility, consider possibilities within the international White Ribbon, not only in Norway, or explore possibilities for supporting the Foundation through other Norwegian institutions. Alternatively the White Ribbon, together with another Norwegian institution, could support the Debora Foundation in order to ensure that it gets the necessary support.
3. Support the Foundation in ensuring the incorporation of administrative and daily working systems that are transparent and serve to support empowerment of the women beneficiaries.
4. Support the Foundation so that it can de-construct its assistencialist and paternalistic focus and replace it with a system based on all round empowerment.
5. Support the Foundation in diversification of funders.

4.6 Recommendations for the Debora Foundation

Administration: The Foundation should invest in the creation of systems and the formulation of documents that safeguard institutional transparency and support the empowerment of all the beneficiaries. Promote student organisation via a horizontal power structure, where they have the opportunity to exercise power in decision making in order to become empowered and provide alternative solutions to their strategic and practical problems (Working groups).

Adult Education and training workshops: There are difficulties in the use of the training, that some trainings have taken place with only three participants, and that there is a difficult local situation (because of the “taxes”); it is therefore necessary to carry out research with a gender focus that enables the needs and practical interests of the target population to be better understood and enables the current situation or quality of life of the women to be modified, taking into account their socio-economic realities. Such a study should include ways of identifying what opportunities could be used to allow women to increase their income and not necessarily be subject to the “tax” mentioned above. This could include, for example, support and management with a view to supporting women's projects through Micro-Businesses to create a market for the beneficiaries of the Academy or the School.

Trainings on Gender and Values: Integrate and strengthen the human development of the students in the School and the Academy, based on a continuous and systematic process of content with a gender focus. In addition, assess and record the quantitative and qualitative progress and appropriation of Women's Rights. Inclusion of Men, the students' partners, husbands and family members, in the training process, in order to raise awareness of Gender issues and strengthen equality and fair treatment in the private sphere (the home).

Training for life programme in schools:

Include 1st 2nd and 3rd grade primary in order to encourage participation from the very first school years. Expand the Values Programme to include parents of the students, who take part in meetings called by the grade teachers which can be used as a space in which to develop the content of the Values Programme. This, together with providing knowledge to their children, will enable a continuous and systematic process of teaching and learning with parents so that they acquire a commitment to solving their problems at an individual and at a family level. Given the limitations of time and personnel, the Foundation should explore the possibilities of supporting existing projects more deeply. They could also explore maximising existing resources through support with materials and audiovisuals in the schools instead of or in addition to providing trainers/facilitators. This would enable the participation of the students in class to be dynamic and participatory.

Medical Attention: The Foundation lacks differentiated administrative and medical staff. This poses difficulties both for the medical attention and for administrative aspects. It is suggested that the Foundation propose a timetable for medical attention for the general population and another for the Foundation staff. Outside that timetable, only emergencies should be attended. Given that the Foundation does not have the capacity to deal with emergencies most of the cases dealt with should emerge during patient attention hours. This would create the space for the director of the Foundation to be able to carry out administrative tasks opportunely and adequately. It is also important to have a graduated professional in charge of the specialised dental care offered in order to avoid malpractice, which is not what the patients attending the clinic deserve. The Debora Foundation should establish coordination with the Dentistry Faculty of the Mariano Gálvez University in order to have professional accompaniment and a Practice Supervisor assigned to the Foundation who safeguards adequate specialised treatment.

Expanding the areas of work: During the evaluation it was repeatedly mentioned by the Foundation's Management and the Board of Directors, that they need to develop the capacity to deal with other areas such as psychological support etc. Taking into account the fact that there are a number of areas currently facing difficulties it is recommended that the Foundation does not expand its areas of work, but instead works to strengthen the alliances with other institutions whose experiences and skills are complementary.

A1. Terms of Reference



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TERMS OF REFERENCE

Project name: Human Rights and Vocational Training for Women and Girls

Project number: TV-DHB-GTM-80054

Norwegian organization: Det Hvite Bånd (hereafter *The White Ribbon*)

Project partner abroad: Fundación Debora (hereafter *The Debora Foundation*)

1. BACKGROUND

The Debora Foundation has its origins in the Guatemalan chapter of the White Ribbon international network. The project to be evaluated started after the Norwegian chapter of the White Ribbon expressed interest in supporting work in Guatemala. In 1996, the White Ribbon carried out a socioeconomic study in various impoverished areas in Guatemala City and selected the area of Villa Lobos as the target community. This was partly due to the complete absence of social services in the area.

Villa Lobos forms part of a belt of poor urban areas at the outskirts of Guatemala City. The settlement started as a land occupation in 1995 by families who migrated from the countryside to the city and had no place to live. The families set up simple sheds where they established their new residence. The area was regulated by the authorities and the families received legal ownership in 1999 provided they pay a symbolic price for the lots they occupied. Over time, the level of development in the target community has risen, with running water twice a week, electricity, sewage, and paved streets. Nevertheless, many families still reside in low-standard dwellings. Due to the rugged topography of the terrain, most homes are located on the slopes of ravines, and are in danger of collapsing as a result of heavy rains caused by climate change, especially during the wet season.

Crime is rampant in Villa Lobos. The presence of youth gangs, known as *maras*, has spread in recent years. The two biggest *maras* in Guatemala belong to a regional network in Central America with connections to the U.S. *Maras* are involved in illegal activities, such as murder, extortion, robbery, rape, etc. The difficult living situation in Villa Lobos carries with it an array of social problems, such as alcoholism, substance abuse, violence in close relationships, and unemployment.

The activities of the Debora Foundation take place in a three-floor building, with space for offices, medical clinic, a kitchen, classrooms, a vocational training area, and a daycare center for

children ages 2 to 6. The Foundation works mainly in Villa Lobos, but also does outreach to the 31 surrounding communities.

The project's development goal: The overall development goal of the project is to empower the women of Villa Lobos politically, socially and economically so they can raise themselves out of poverty and violence. The Foundation provides formal primary and secondary education (for adults), vocational training, physical and mental health care, courses in economics, women's rights, nutrition, and HIV/AIDS.

The project's target group: The annual target group consists of 160 women and 1000 adolescents. Additionally, 60 women receive day care services for their children under the age of 6 while they are at work or receiving education/training at the Foundation.

2. THE OBJECTIVE OF THE EVALUATION

The Debora Foundation has received support from The White Ribbon, through FOKUS (Forum for Women and Development), since 1997.

The evaluation will focus on the following five issues:

- the achievement of project's goals and results in the period 2008-2010
- the relevance of the chosen vocational training and income-generating activities for the target group
- compliance with the FOKUS strategy and policy documents
- cooperation between the Debora Foundation and the White Ribbon
- cooperation between the Debora Foundation and the FOKUS Guatemala Consortium (Program)

3. MAIN QUESTIONS

A. *Project objectives and approach*

1. Does the project have clearly-defined goals and objectives (results)?
2. To what degree has the project achieved its identified goals and objectives (results)? (identify unexpected results)
3. How has the project contributed to strengthening women's organizing and rights?
4. Which activities have been particularly successful and why? Which activities have not been successful and why?
5. How does the Debora Foundation work together with other organizations, institutions, national authorities and other stakeholders?
6. Does the Debora Foundation participate politically in addressing women's legal rights?
7. What have been the project's effects on the women's situation in Villa Lobos? Has the status and position of women and girls changed after participating in this project (raising self-esteem, skills and rights)?
8. Is the project compatible with the FOKUS strategy and policy documents? Specifically: To what degree are the project's activities grounded in the rights-based approach as outlined in FOKUS policy documents? Do project beneficiaries have influence over the activities and services rendered by the Debora Foundation? (in which way?) Does the project employ and promote the principles of non-discrimination as outlined by FOKUS policy documents? (how?)
9. How does the Debora Foundation cooperate with the other member organizations of the FOKUS Guatemala Consortium (Program)? In which way can the project's participation in the Consortium strengthen the Debora Foundation?

10. How has the Debora Foundation implemented the recommendations from the 2004 evaluation? (please itemize)

B. Administration and finance

1. What is the quality of applications and reports the Debora Foundation and the White Ribbon have submitted to FOKUS in the period 2008-2010? How does the communication flow among the three organizations function? What are the most important challenges in administering the cooperation and how can they be overcome?
2. What are the project's accounting and anti-corruption routines? Do they ensure transparency?
3. Is the project sustainable in the short- and medium-term? Does the leadership actively pursue new funding opportunities? Are there joint-funding possibilities with other donors? How does the funding model influence the project's work and priorities?

C. Partnership

1. How does the institutional relationship between the Debora Foundation and the White Ribbon function (beyond financial support)? How can the partnership be strengthened?
2. What is the White Ribbon's added value to the project?
3. How do the two organizations cooperate on applications, narrative reports, budgeting and financial reports?

4. METHODS

The following methods will be used to collect information for the evaluation.

Interviews with:

- The Debora Foundation management
- Employees and volunteers of the Foundation
- The target group (both current and former beneficiaries)
- The White Ribbon of Norway
- Members of the FOKUS Guatemala Consortium (Program): CONAVIGUA, Moloj, and Mujeres Transformando el Mundo
- Donors

Review of documents:

- Project applications, budgets, and narrative/financial reports
- The 2004 Evaluation
- FOKUS policy documents
- Accounting records
- Ownership contracts and other relevant legal documents

5. THE EVALUATION PROCESS

The evaluation shall be an external evaluation. Representatives from the White Ribbon and the Debora Foundation shall be involved in discussing the Terms of Reference and commissioning the evaluators, but shall not participate in the evaluation process. Findings shall be presented to representatives of both organizations after the field study is completed. The evaluation shall be done in close collaboration with FOKUS.

The evaluation shall be carried out as a field study in 2011. The Debora Foundation, the White Ribbon, and FOKUS will make the necessary documents available to the team, and the partner organization will draw up a program for visits and interviews.

The evaluation team shall include two evaluators: one international and one from Guatemala.

Inception report

Evaluators shall provided a short inception report to make sure their interpretation of the contract is in line with FOKUS'. The report shall contain information on the partner organization (the Debora Foundation), a more detail description of evaluation methods and plans, as well as reflections on the terms of reference. The Inception Report shall be delivered by February 14, 2010.

Duration of the field study

The field study will take place between February 21 and March 12, 2011.

Reporting

A preliminary report shall be presented by the evaluation team to FOKUS, the Debora Foundation and the White Ribbon on (or around) May 15, 2011 at a joint meeting. The organizations shall have the opportunity to make comments and corrections to the preliminary report. These shall be reflected in the final report.

The final report should not exceed 30 pages, plus annexes, and is to be delivered to FOKUS no later than May 30, 2011. The report should discuss all the issues raised in point 3 above, including any other relevant observations. In addition, the report shall include concrete recommendations for the project's future and the project's placement in the FOKUS program.

The target group for the final report:

- The Debora Foundation
- The White Ribbon of Norway
- FOKUS
- Norad (The Norwegian Agency for International Development)

A.2 Bibliography

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A.3 List of interviewees

Personal de FOKUS y Listón Blanco			
Order	Name	Position	Date
1	Marit Soerheim	Oficial de Programas-FOKUS	03.02.2011
2	Anton Popic	Encargado de Proyectos Actual	03.02.2011
3	Mette Moberg	Encargada de Proyectos (Previamente)	04.02.2011
4	Margaret Østenstad	Directora del Listón Blanco-Noruega	10.02.2011
5	Britta Nilssen	Miembra de la Junta Directiva del Listón Blanco- Noruega	27.04.2011
Personal entrevistado			
Order	Name	Position	Date
1	María Nélica De León de Hernández	Instructora de Téxtiles y Blancos	01.03.2011
2	Angie Karina Velásquez Pérez	Maestra del CADI y Coordinadora del Programa para la vida de las Escuela del Sector el Mezquital	01.03.2010
3	Sonia Marisol Molina Urrutia	Madre Cuidadora Titular del -CADI-	24.02.2011
4	Eugenia Nineth Coloma de Calderón	Directora Técnica Educativa	24.02.2011
5	Rubén González Pelicó	Auditor Externo	26.02.2011
6	Dora Judith Coloma de Barrientos	Presidenta de la Junta Directiva de la Fundación Débora, representante Legal, Directora Administrativa y Médica del Área de Salud	Ver fecha de Entrevista a la Junta Directiva
7	Violeta Marqueza Cruz Padilla	Coordinadora del Programa de Violencia Intra-familiar, profesora de Educación Básica y Bachillerato	28.02.2011

8	Marta Lidia Navichoc	Asesora del Área Social, Organización, Implementación, Sistematización, Monitoreo y Evaluación.	25.02.2011
9	Yesenia Marie Ramírez Orozco	Secretaria y Contadora	3.03.2011
10	Edgar Lionel Sontay Xajil	Guardián, Conserje y Mensajero	3.03.2011

List of the Interviewed Board of Directors Members

Order	Name	Position	Date
1	Dora Judith Coloma de Barrientos	Presidenta, Representante Legal, Directora y Médica	26.02.2011 y 12.03.2011
2	Silva Susana Cifuentes de Portillo	Tesorera	03.03.2011
3	Angela Emilia López de Coloma	Secretaria	03.03.2011
4	Sonia Marisol Molina Urrutia de Donis	Vocal I y madre cuidadora titular del (CADI)	03.03.2011

List of beneficiaries interviewed

Order	Name	Course Taken	Date
1	Esly Betsabé Velásquez	Textiles	25.02.2011
2	Telma del Carmén Pérez	Belleza	25.02.2011
3	Aury González	Blancos y beneficiaria del CADI	01.03.2011
4	Verónica Escobar	Textiles, Bachillerato por Madurez y beneficiaria del CADI	02.03.2011
5	Lucrecia Aguilar	Beneficiaria del CADI	01.03.2011
6	Anavela Sagastúme Portillo	Belleza, repostería, floristería y panadería	02.03.2011

7	Mirna García	Textiles y Blancos y beneficiaria del CADI	02.03.2011
8	Brenda Marroquín	Básicos, Bachillerato por Madurez, Belleza, Blancos, Bisutería,	01.03.2011
9	Reina Azucena Barrera	Computación, Cocina, Repostería, Textiles, Bisutería, Manualidades, Tarjetería y Básicos por Madurez.	01.03.2011
List of those who were part of the 1st focus group conducted on 03.03.2011			
Order	Name	Course Taken	
1	Juana Mendoza	Belleza, Cocina y Repostería	
2	Alva Sales Cifuentes	Cocina, Repostería y Básico por Madurez	
3	Ingrid Monterroso Cifuentes	Cocina Repostería, Panadería y Computación	
4	Rosa Pérez	Textiles	

List of those who were part of the 2nd focus group conducted on 03.03.2011

Order	Name	Course Taken
1	Marylin Pérez Figueroa*	Manualidades, Blancos, Cocina, Repostería, Bisutería, Tarjetería, Computación y Básicos por Madurez
2	Lesbia Margarita Barrera*	Manualidades, Blancos, Cocina, Repostería, Bisutería, Tarjetería, Computación y Básicos por Madurez
3	Débora Nohemí Pérez*	Bachillerato
4	Carla Aguilar*	Manualidades, Blancos, Cocina, Repostería, Bisutería, Tarjetería, Textiles, Computación y Básicos por Madurez
5	Maryra Anabela Ruano	Textiles II, Blancos, Cocina, Repostería y Bisutería
6	Marta Matute Alvarado*	Manualidades, Blancos, Cocina, Repostería, Bisutería, Tarjetería, Textiles, Computación y Básicos por Madurez
7	Jenifer Lémus	Básicos 1ra.etapa y beneficiaria del CADI
8	Eydilin Rosario Véliz Juárez*	Blancos, Cocina, Bisutería, Computación y Bachillerato por Madurez

Member of the Consorcio Interviewed

Order	Name	Institution	Date
1	Sra. Rosalina Tuyuc.	CONAVIGUA-Coordinadora Nacional de Viudas de Guatemala	28.02.2011
2	Sra. Hortencia Simón Chalí	MOLOJ-Asociación Política de Mujeres Mayas	01.03.2011
3	Licda. Paula Barrios.	Mujeres Transformando el Mundo	04.03.2011

Governmental and non-governmental partners interviewed			
Order	Name	Institution	Date
1	Lic. Amílcar Rivera y Dr. Edwin Morales.	PASMO	25.02.2011
2	Licda. Silvia Guzmán.	Secretaría de Obras Sociales de la Esposa del Presidente - SOSEP-Programa Hogares Comunitarios	01.03.2011
3	Licda. Ligia de Dávila.	Municipalidad de Villanueva	01.03.2011
4	Licda. Miriam Orozco.	Supervisión Educativa del Ministerio de Educación, Sector 01-0125	04.03.2011
5	Licda. Anabella Córdón.	Secretaría Presidencial de la Mujer (SEPREM)	04.03.2011
6	Licda. Marta Alberti Lage.	Brigada de Médicos Cubanos	02.03.2011

A.4 Protection norms and minimal legal requirements for labor contracts in Guatemala (in Spanish only)

Las normas protectoras de las mujeres trabajadoras, se otorgarán y pagaran como lo establece, las Leyes Laborales de la República de Guatemala, tomando en cuenta lo siguiente:

1. Contrato de Trabajo
2. Período de Prueba
3. Protección a la Maternidad
4. Descanso Pre-Natal y Post-Natal (84 días calendario o corridos y pagar salario completo)
5. Licencia de aborto no intencional
6. Jornada de Trabajo
7. Salario Mínimo actual (Q1,917.34 mensuales)

Todo contrato de trabajo es un instrumento legal por el cuál queda vinculada a la persona que emplea y se obliga a prestar los servicios ó ejecutar una obra determina.

Con respecto a la Fundación Débora algunos contratos con las mujeres trabajadoras, no tienen asignado un salario y para el año 2010 el salario mínimo es de Q1, 917.34 mensuales, para reclamar una indemnización, es necesario tener relación laboral existe aunque no hay contrato de trabajo firmado por las parte. El empleador tendrá una carga adicional, si se tratase de una trabajadora no registrada.

MINISTERIO DE TRABAJO Y PREVISIÓN SOCIAL DIRECCIÓN GENERAL DE TRABAJO CONTRATO INDIVIDUAL DE TRABAJO

_____ Nombres y apellidos del empleador o Representante Legal

_____, _____, _____, _____, _____, vecino de _____
 edad sexo estado civil nacionalidad _____ con cédula de vecindad número de orden _____ y de registro _____ extendida por el alcalde municipal de _____ del departamento de _____ actuando en representación de _____ y

Nombre de la empresa y dirección completa _____

e Nombres y apellidos del trabajador _____, _____, _____, _____, _____, vecino de _____
 edad sexo estado civil nacionalidad _____, con cédula de vecindad número de orden _____ y de registro _____, extendida por el alcalde municipal de _____, del departamento de _____ con _____ residencia _____ en _____, Dirección completa _____

Quienes en lo sucesivo nos denominamos EMPLEADOR y TRABAJADOR, respectivamente, consentimos en celebrar el CONTRATO INDIVIDUAL DE TRABAJO, contenido en las siguientes cláusulas: PRIMERA: La relación de trabajo inicia el día _____, del mes de _____, del año _____,

SEGUNDA: El trabajador prestará los servicios siguientes _____

_____ Indicar los servicios que el trabajador se obliga a prestar, o la naturaleza de la obra a ejecutar, especificando en lo posible las características y las condiciones de trabajo

TERCERA: Los servicios serán prestados en _____ Indicar dirección exacta dónde se _____

ejecutará el servicio

CUARTA: La duración del presente contrato es _____ Tiempo indefinido, plazo fijo, o para obra determinada

QUINTA: La jornada ordinaria de trabajo será _____ de _____ horas diarias Indicar si es diurna, mixta o nocturna cantidad

y de _____ horas a la semana, como sigue: Total

De las _____ a las _____ horas; y de las _____ a las _____ horas, de lunes a viernes con excepción del día _____, que será de las _____ a las _____ horas

SEXTA: El salario será de _____

(Indicar el monto, comisión o participación (unidad de tiempo, unidad de obra o de otra manera) y le será pagado en efectivo cada

Hora, día, semana, quincena o mes En

Indicar con precisión el lugar en que se efectuará el pago SÉPTIMA: Las horas extras, descanso semanales, descanso mínimo dentro de la jornada ordinaria continua, días de asueto y vacaciones, aguinaldo, bonificación incentivo, bonificación anual, y en su caso, las normas protectoras de la mujer trabajadora, se otorgarán y pagarán como lo establecen las leyes laborales de la República, OTRAS ESTIPULACIONES,

_ Aquí se puede indicar cualquier otra particularidad como en caso que el salario se pague por unidad de obra, indicar la cantidad y la calidad del material, útiles y herramientas que el empleador proporciona

_____ al trabajador, el estado de los mismos y tiempo que puede tenerlos a su disposición

El presente contrato se suscribe en _____

Lugar El día _____ del mes de _____ del año _____

En tres ejemplares 1 para cada una de las partes y el tercero que debe ser remitido al Departamento de Registro Laboral dentro de los 15 días siguientes a la suscripción.

_____ Firma o impresión digital del trabajador _____ Firma o impresión digital del empleador

Nota: El presente formato fue elaborado por el Departamento de Registro Laboral; el cual puede adecuarse a las necesidades de las partes contratantes conforme a la ley.

A.5 Summary of the Institutions in the Consortium

Institutions that make up the Guatemalan FOKUS Consortium				
Institution	Address	Telephone	Contact person	Institutional Mandate
CONAVIGUA	8ª. Av. 2-29, Zona 2 Ciudad Guatemala	2232-5642	Mrs. Rosalina Tuyuc	CONAVIGUA works with loyalty and conviction with widows, and married and single women in different Mayan linguistic communities; they also work with young men and women, boys and girls, offering orientation, training, advice and accompaniment for the organisation, promotion and defence of their specific rights, and in defence of Human Rights, demilitarisation and citizens' participation and politics.
MOLOJ	11 Av. 13-19, Zona 2 Ciudad Nueva	2254-0386 22701875	Mrs. Hortencia Simón Chalí	MOLOJ, works in three main areas: Research; Training and Political and Cultural Capacity Building; Communication. These three areas are developed based on the following principles: Mayan Women; the wisdom of our grandparents; Duality and complementarity; Equilibrium and living together in peace; Ethnic loyalty; Dialogue, respect and tolerance; Respect for our own forms of social organisation; Solidarity and sisterhood between women; Ethics and morality;
Mujeres Cambiando el Mundo	11 Calle 17-57, Zona 1 Barrio Gerona, Ciudad, Guatemala	2253-5257	Paula Barrios B.A.	<i>Mujeres Cambiando el Mundo</i> is an association of women lawyers, with knowledge of how the security and justice systems function and experience in bringing cases against violence against women in the penal system. It offers legal advice and accompaniment in judicial processes that exemplify gender sensitive judicial practices.
Exchange of experiences within the consortium level, takes place through the Diploma "Walking Towards Equality" in which the Débora Foundation develops a module on the subject of "Women's reproductive health"				

A.6 Commentaries on the Final Report

Comentarios por parte de la evaluación: Todos estos comentarios han sido integrados al documento. Este anexo ha sido copiado en su forma original como fue enviado a las evaluadoras el día 23 de Mayo del 2011.

FOKUS' comments to the draft evaluation report on Fundación Débora Oslo, 20.5.2011

After having read the draft evaluation report received on May 2, 2011 and participated at the meeting on May 13, 2011 where the main findings were presented, FOKUS has the following comments and suggestions to the report.

1. The draft report covers the agreed-upon terms of reference (ToR). However, certain questions from the terms of reference warrant more attention than they are currently given in the report. Specifically:

- Question A2 from the ToR (To what degree has the project achieved its identified goals and objectives?): FOKUS would like it stated explicitly if the Foundation Debora has a system to measure and monitor the results stipulated in the project proposal for 2010-2011. If not, is there any indication on how the Foundation documents its results?
- Questions A3 (How has the project contributed to strengthening women's organizing and rights?) Here, we would also like a more explicit mention of whether and how the Foundation's works with women's organizing.
- Question A4 (Which activities have been particularly successful and why?) If data collected by the evaluators allow it, we would like to have an analysis on the link between the educational and vocation courses, courses on human/women's rights and the Foundation's work with women who have experienced violence in close relationships.
- Question A7 (What have been the project's effects on the women's situation in Villa Lobos?) In the part of the report where the context of the project is discussed, we would like an additional paragraph or two that discuss issues related to violence (specifically femicide in its broader meaning) and criminal gangs in the area, as well as a short socio-economic analysis of Villa Lobos.
- Question A9 (Cooperation with the Consorcio) The four organizations that form our Consortium in Guatemala developed a common strategy for action for the period 2008-2012. This was a joint effort that brought our local counterparts together in a systematic manner for the first time. This strategy is meant to be a common platform for coordinated action. We would like this process and the resulting document mentioned in the part of the report where cooperation among FOKUS partners in Guatemala is discussed. The strategy is attached for documentation purposes. In addition, if data gathered contain information on it, FOKUS would like to have information on what kind of discussions take place at Consorcio meetings and if the involved organizations have any concrete future plans included in the report.

2. The following comments refer to suggestions on changing the text in specific sections of the report:

- Page 13 (subheading: FOKUS). The box on FOKUS policies should be reorganized as some items refer to FOKUS' general policies and some are specific to particular thematic policies:

FOKUS policies

General:

Target group

Networking

Rights-based approach

Non-discrimination

Transparency
HIV/AIDS

Violence in Close Relationships:

Health-based approach

Others (see comment immediately below this list)

Women's Rights and Local Mobilization:

Working with sexual and reproductive rights

Women's Political and Economic Rights and Participation:

The right to economic participation

The right to civic participation

The right to equal pay and respect

The right to knowledge and information

The right to express

In regards to the policy on violence in close relationships, the report lacks an analysis of the specific sub-points (approaches) of this policy in section 3.3. Please include it.

- Page 13, the paragraph that begins with “El Liston Blanco Noruega...”, please delete the word “special” from the following sentence:

“Este trato ~~especial~~ hacia la Fundación aparentemente surgió a base de una serie de mal entendidos.”

- Page 14, second paragraph from the top (begins with: El rol de FOKUS...) To better reflect the facts, please change the following sentence:

“En el caso de la Fundación FOKUS colaboró en la formulación de una propuesta financiera ~~como~~ **excepción.** “

to

“En el caso de la Fundación, FOKUS colaboró en la formulación de una propuesta financiera **de una manera mas profunda, algo que no es una practica ordinaria con proyectos de larga duración.**”

- Page 17, section 3.1.1. The White Ribbon Norway participated in the financing of the project in Guatemala with its own share (10% of the total) in 2008 and 2009. This wasn't the case in 2010. Budgets for the 2 mentioned years are attached.
- Page 22, the paragraph that begins with “Como previamente notado...”, our suggestion is to delete the following sentence:

Given that the last sentence in this section (right before 3.3) says “no se presume que estas faltas sean deliberadas” FOKUS deems it unnecessary to raise any doubts by including the above mentioned sentence.

- Page 24, section on the rights-based approach. The last 2 sentences in this paragraph read:

“Vale también subrayar que si bien el aspecto religioso de la Fundación podría ser utilizado de una forma que empoderar a las beneficiarias, este no es el caso. Por lo contrario discusiones sobre el tema recalcan que ni la comunidad de Villa Lobos ni el resto del país cuentan con una visión teológica de liberación muy marcada, por no decir ausente.”

We suggest these sentences be deleted since we see them as the evaluators' commentary and not resulting directly from the data gathered under the evaluation.

- Page 28, section 3.4.2 mentions human rights courses included in the academy. Given the large number of items listed in these paragraphs, we suggest you itemize the courses (by using bullet points) for reading ease.
- Page 32, section 3.4.4. says the following:

“También en el CADI enseñan a niñas y niños a orar al comienzo y fin de la jornada y durante las refacciones alimenticias.”

If you have information on it, could you note if this practice conforms to the Guatemalan law which calls _____ for _____ a _____ secular _____ state.

- Page 37, figure 3.18, the graphic is not entirely self-explanatory and we would like a short textual explanation of what it shows.

On a very general note; we found that there was a discrepancy in how the results and findings of the evaluation are presented in the report and how they came across during the presentation – meaning that the verbal presentation was more nuanced than the language in the report. In some parts of the report the language is a bit “harsh” and the use of the words “asistencialista” and “paternalista” not as nuanced as during the presentation. This does not indicate any disagreement with the findings and conclusions on our part – just an observation that might be useful in the process of finalizing the final report.

A.7 Det Hvite Bånd's Comments

Comentarios por parte de la evaluación: Todos estos comentarios han sido integrados al documento. Este anexo ha sido copiado en su forma original como fue enviado a las evaluadoras el día 23 de Mayo del 2011.

Comments from The White Ribbon-Norway

Haugesund, 20.5.2011

Additional information about the White Ribbon:

2.3.1 White Ribbon-Norway and FOKUS

The WWCTU is an institution of international standing which was founded in 1874 primarily devoted to temperance, anti-drug addiction, alcoholism and smoking, aimed primarily at young people who faced these addictions, but also adults.

The WWCTU the oldest volunteer women's organization and many of its earlier leaders were suffragettes. In addition to working for a drug-free world, the rights of women and minorities have always been in the forefront: the right to vote, protection from abuse, 8 hour work day, equal pay for equal work, abolition of child labour, governmental assistance for education and kindergartens, prison reform and peaceful demonstrations for world peace.

A.8 Fundación Debora's Comments

Comentarios por parte de la evaluación: Este anexo ha sido copiado en su forma original como fue enviado a las evaluadoras el día 23 de Mayo del 2011. Los comentarios presentados aquí no han sido integrados al documento en su totalidad. Esto se debe a varias razones:

- Primero, mucho material incluido no es un comentario a las evaluadoras si no que una explicación a FOKUS de forma de justificación los hallazgos realizados por este informe.
- Segundo, la mayoría de la información proveída aquí no tiene ningún apoyo documentado y por lo tanto las evaluadoras no pueden realizar cambios en el documento final.
- Tercero, varios comentarios en este documento se pueden atribuir solo a la opinión de la Fundación o de la Directora de la Fundación y por lo tanto tampoco pueden conformar parte del documento de evaluación.

No obstante, en espacios donde fue posible cambios o modificaciones se realizaron.

Dear Anton and Marit:

Thank-you for attention, the work spaces and the sharing of personal life experiences during my recent visit to Norway.

I would like to inform you that upon carefully reading the evaluation report, prepared by international consultant Ananda Millard, I sadly observed that almost the totality of its contents questions and raises doubts the labor carried out by Deborah Foundation during the period of 2008-2010.

As a work team we have always put our best effort in what we do and we consider that the local recognition and respect towards Foundation within the local environment is a result of the same. The report, as well, does not mention the opinion of institutional representatives that were interviewed.

Deborah Foundation is thankful and willing to collaborate with FOKUS to strengthen the collaboration ties.

Following you will find our observations on the final evaluation report carried out by Dr. Millard.

In the executive summary; we consider it important to state our objective, as it is written: Empowerment of women living in marginal urban areas of Guatemala City and the Municipality of Villa Nueva through comprehensive development in the areas of: formal education, occupational training, political participation and knowledge on their Rights as Women in order to overcome poverty and violence both in their private and public lives. The objective of WWCTU will be sent by Margaret.

Outcomes: Results and Impact

With regards where it says: "this is visible for example the lack of employment contracts that empower officers of beneficiaries". According to the Guatemalan Work Code, article 19 establishes: "In order for an individual work contract to exist it is suffice that a work relationship be initiated, which is the same as providing a service of carrying out of a job under the conditions specified in the preceding article.

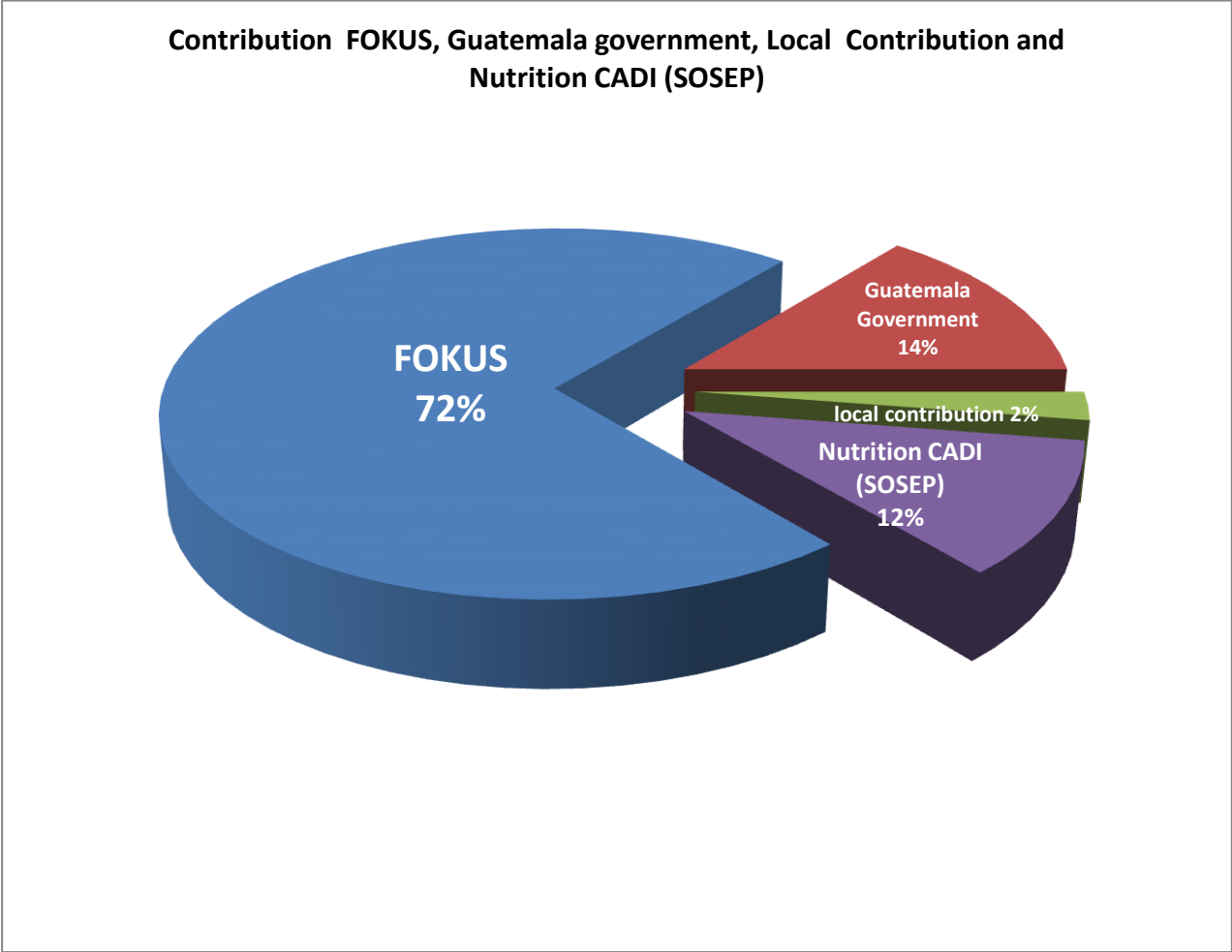
Deborah Foundation favors open competition for job openings and whoever accepts the work conditions and meets the requirements is hired. Deborah Foundation, to the extent of its possibilities has tried to adhere to the labor laws with regard to the payment of labor

benefits, but due to the reduction of the budget assigned, since 2010, Deborah Foundation has not been able to comply with this labor right.

Sustainability

Deborah Foundation receives 72% of its total operating budget from FOKUS, 14% is obtained from the Guatemalan Government, who provides the funds for the operation of the Infant Care and Development Center and salaries for 3 teachers, 12 % is invested in meals given at the Infant Care and Development Center and 2% of the local funds that come from fees users that receive services from the Foundation.

Graphic #1



The building in which the different programs of Debora Foundation run, was created and intended to accommodate only the various services provided to the population of the El Mezquital area. Although, in the evaluation report, Dr. Millard says that the use of the facilities is subject to the will of the Managing Director of the organization in the letter that was delivered to her during her stay in Guatemala, it clearly express the reasons why donations cannot be made and / or transferred. (See attachment)

Law Base

We note that the evaluator contradicts herself when she says it is positive and then diverts it to: 1. Not under the law. 2. Does not use empowerment.

In Deborah Foundation, the teaching staff, which is directly responsible for the student, has freedom of action within the scope, in the event of any major situation; the case is referred to foundation management. In the case of staff, the Managing Director resolves all matters relating to executive function, when deemed necessary the Board of Directors is sought for their support in making decisions or information from them.

General Conclusions

We want to indicate that are intentions have been good for 13 years and the areas not covered has been for lack of funds to hire staff and carry out more activities.

That the director (so called by the assessor) is a medical doctor strengthens the contact and trust that can develop with the patient and the rest of the family.

With regard to household integration (including men) to gender training. Most of the women beneficiaries of the Foundation are single mothers and the few who have a partner, are working on the schedule in which workshops are given. In Guatemala the Ministry of Education promotes Parent Schooling to contribute to the improvement of relationship parent-children; these have little success due to the work commitments and extensive schedules that prevent them (the parents) from having time to participate in formative activities. The schools formation is directed to parents; therefore, the work that is carried out by Deborah Foundation is a complement to Family Care. The issues to be developed are chosen in common agreement with educational personnel from the schools: Directors, teachers and also students (the surveys were submitted to the evaluator. At times Deborah Foundation has collaborated with Parent School activities as collaboration with the schools.

For the implementation and development of different programs, Deborah Foundation is based on the characteristics and need of the target population, providing opportunities for formal education and technical training, which opens up better job opportunities for women. It is well known that education is the motor for personal development, transforming life vision. The resident population of El Mezquital sector forms part of the marginalized and excluded Guatemalan society does not attain the benefits of the programs promoted by the central government and for that reason the existence of private institutions is necessary to help meet the needs.

Deborah Foundation is aware that it needs to promote activities that will allow women to advance with trained women in the productivity and marketing, which is provided within the instructional strategic planning if we have the necessary budget. The project for the Strategic Plan was submitted by the FOKUS evaluator during her visit to Guatemala (See Presentation File and Strategic Plan).

With regard to the key recommendations FOKUS

We are clear that these recommendations are aimed at FOKUS, however; we consider it useful to externalize our opinion as a foundation.

Numeral 3

The evaluator suggested calculating the costs of the leased property against the costs invested (building) and organize a legal settlement against them in order to close the question of property. We want to express that we have never had any intention of charging FOKUS or to the Guatemala's government rent. The building, where the different programs of which Deborah Foundation is in charge, was built exclusively for the operation of the various services provided to El Mezquital Sector.

Dr. Millard's evaluation report mentions that the use of the installations is subject to the will of the Administrative Director of the organization. The letter that was delivered during her stay in Guatemala clearly states the reasons why neither a donation and/or transfer can be carried out until the year 2024. (See attached document Letter of Property)

Numeral 4

We have no problem communicating with White Ribbon; furthermore, it should be taken into account that White Ribbon has very few partners who are Spanish speaking. With regard to the governmental counter parts; we consider that the project would not prosper and would decline in all aspects.

Numeral 5

We submit the cost-benefit ratio: 787 NOK per direct beneficiary during the period under review, having received a total of 1,984,266 NOK. A letter was submitted to the evaluator in which it was indicated that the audit was conducted based on generally accepted accounting principles revising legal issues and the budget approved by FOKUS. (See attached file, Auditor letter)

Table # 1
Direct Beneficiaries 2008-2010

No.	Program	2008	2009	2010	Total
1	Academy	114	60	65	239
2	School	47	55	62	164
3	CADI	60	60	60	180
4	Health	759	751	434	1944
TOTAL					2527

We suggest correcting the data on the table of contents in the evaluation report, page 17 since there is a mistake in adding.

With regard to the recommendation for White Ribbon:

In numeral 1 we indicate that what was carried out has been accounted for and reported.

1.3 Advantages and Disadvantages

In relation to the participation of Deborah Foundation during the process of the evaluation, from the moment we received the information from FOKUS we began the preparation of the written documentation that would be useful. We cooperated with the national consultants in the organization of the field work, we made contacts and accompanied conducting house visits to the beneficiaries of the programs, we made previous contacts with the institutions that were to be visited as well as the collaboration in all the logistic (payment of transportation service and meals for personnel responsible for the evaluation) that this type of activity requires, moreover, to the extreme, for the convenience of the evaluator we moved the Deborah Foundation's documents. The interview with the auditor and a second meeting with the Director of Deborah Foundation was conducted at Hotel Barceló where the evaluator was lodged. The only activity that suffered a delay was the final one, due to the

bad experience that the Director of the Deborah Foundation had in the previous meetings, where the prevailing climate was unfriendly and intimidating.

2.3.1 White Ribbon-Norway and FOKUS

Correct the name of Christian Women's International Union (Temperancia) in Spanish:

Please note: We would appreciate it if you would translate WWCTU World Women Christian Temperance Union as "Union Internacional de Mujeres Cristianas Temperancia"

In the last paragraph on White Ribbon, it makes it seem as though White Ribbon has not been involved and has not been insuring the follow-up evaluation recommendations are carried out. White Ribbon has always been the guarantor of compliance of the commitments assumed by Deborah Foundation in front of Fokus.

2.3.2 Consortium of FOKUS in Guatemala

Given the cultural, religious, ideological and the work objectives of each organization, the process of forming the alliance has not been easy; it can be described as an advance towards working together in beneficial activities for Guatemalan women and to work in climate of understanding and mutual respect.

3.1.2 Private Financing Order

The fees paid by the students of the school and Academy are registered in a data base and accounting department and as proof of payment a receipt is extended. Given the situation of extreme poverty of most of the students, the Deborah Foundation has found it necessary to grant full scholarships. This can be done thanks to the financial aid of FOKUS.

3.2 Local Entries

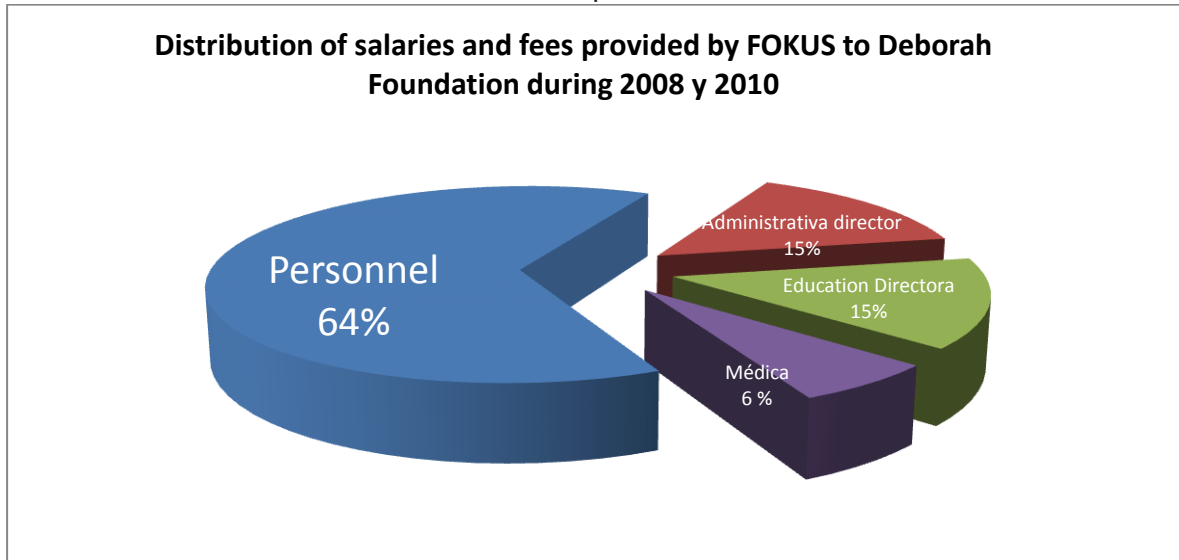
A letter, signed by the Auditor, which explains how the funds of Deborah are audited, was submitted during the visit to Norway.

3.3 Salary Distribution

The following is the consolidated wages earned by the Foundation staff during the period from 2008 to 2010, which notes the percentage earned by the educational administrative management. It is worth mentioning the same salary assigned to the area of health has also been paid to two other doctors in order to comply with the proposed goals, Each employee of the Foundation receives a salary according to the degree of professionalization and the position they without any discrimination.

In relation to the time schedule of the Director of the Deborah Foundation, it has been adjusted to the existing needs; but in relation to the attention of administrative matters planning time does not depend on the Director but on the counterpart institutions.

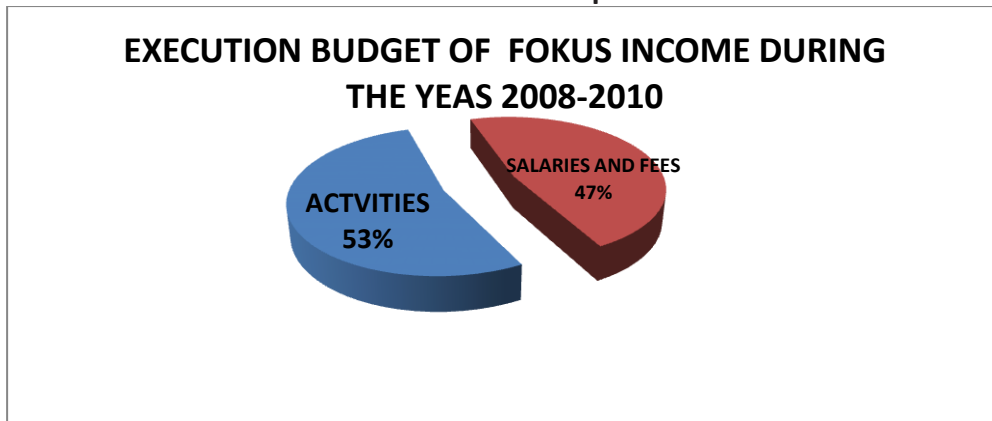
Graphic 2



Source : Accountant Books

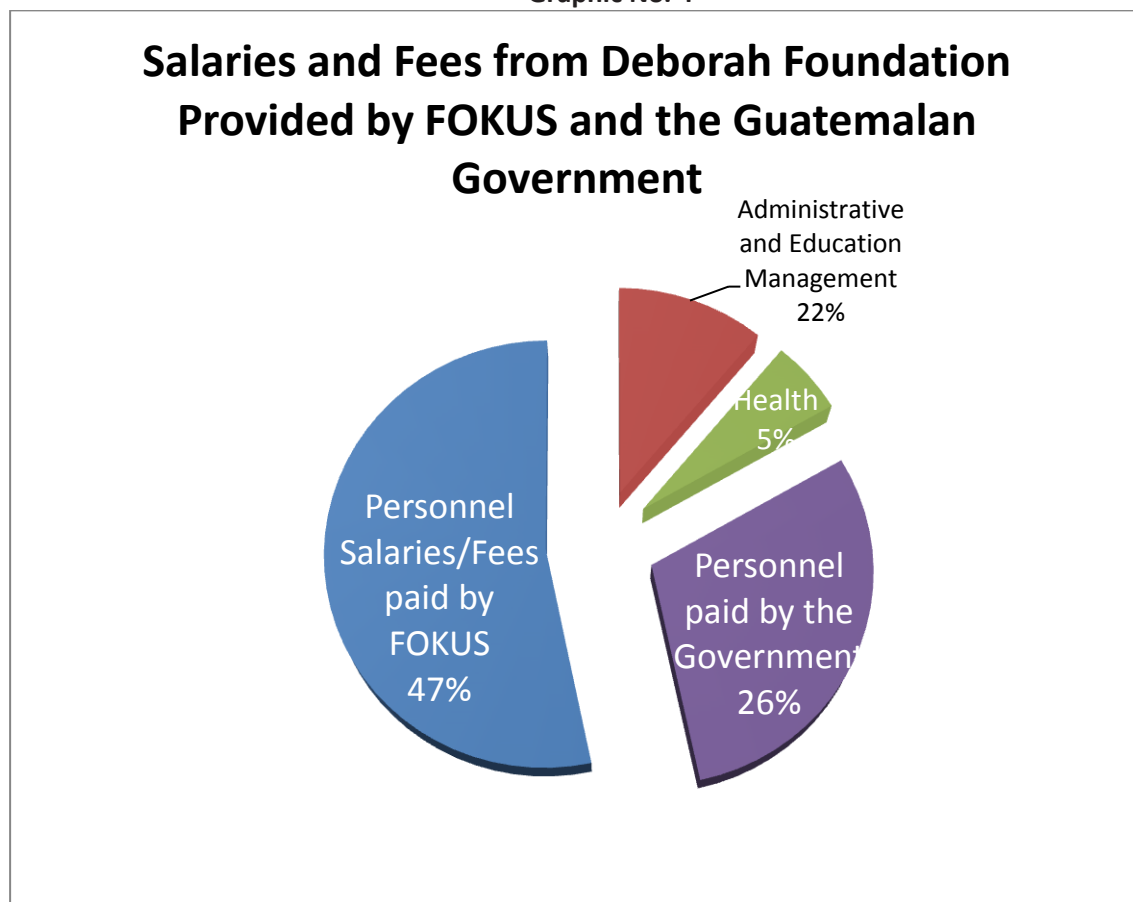
The total executed during the 2008 – 2010 shows that 64% is executed in job positions, 30% in the amount execute in management, and in health the amount executed is 6%. This corresponds to the period of 2008-2010.

Graphic 3



Source: Accountant Books of Debora Foundation

The total execution of the period 2008-2010 in the distribution of Other Expenses and Salaries details that 53% corresponds to Activities and the 47% in salaries of execution.



For the operation of the various programs of Deborah Foundation, 47% was invested in cover staff salaries and 22% was invested to cover staff salaries and fees and 5% to pay the Doctor. 26% was provided by the Government of Guatemala to cover the contribution for Caretakers in order to cover salaries and 6% and the Government paid three teachers directly.

3.3 FOKUS Policy and Implementation

Beneficiaries (Qualifying Group)

The services of Deborah Foundation are aimed at all women from the 32 districts and neighborhood that make up the sector of El Mezquital, who are in need of education training and health care, without exception of religious belief and/or political ideology. There is no religious position and/or conduct, being that the staff and the beneficiaries are of different religions (Protestant, Catholic, Mormon, Jehovah Witnesses etc.) We are respectful of the laws of our country. The constitution of the Republic in Article 36, establishes that there is freedom of worship. There is freedom of religious practice. Everyone has the right to practice their religion of belief, both publicly and privately, through teaching, worship and observance, with limits only of public order and respect given to the dignity and hierarchy of the followers and the other faiths.

Right to Economic Participation

Due to the budget assigned to Deborah Foundation and not having sufficient income, it is not possible to comply with all the labor benefits nor the salary increase due to inflation established in the labor code

Advocacy

In relation to this issue, we have participated in workshops of Public Municipal Budgeting with a focus on Gender, marches for the Dignity of Women's Rights and participation in events of Non-Violence against Women.

Right to Knowledge and Information

Due to the high cost of transmitting messages through written media, radio and television, Debora Foundation cannot work independently in this area, so we have to seek alliances with our counterparts. This year there will be a radio time through the network Comprehensive Women's Care Centers-REDICAMM. To date we already have the script.

Right of Expression

While it is true, there is no formal organization, yet there communication space between the staff and management of the Deborah Foundation through meetings and direct care if required. This is done only with personnel and women beneficiaries. We believe that staying in a particular place for a short time does not allow and objective assessment of important aspects such as communication and the right to voice which all people have. It should be noted that in interpersonal relationships respect and trust is important and not everything needs to be referred to specific evidence.

Networking

Besides its participation in the consortium of FOKUS, Debora Foundation belongs to other inter-institutional networks such as: Women's Network Care Centers-REDICAMM, "Reproductive Health Network sponsored by the Ministry of Health, November 25 Network of non-violence against women, Sector of Women's Network and the Network of socio-political SEPREM

Law Base

The teaching staff of the Foundation, who is directly responsible for the students of the school and the academy, has the freedom of action within the scope limits, in the case of any relevant situation, the cases are referred to the Director of the Deborah Foundation. In relation to staff, the Managing Director resolves all matters relating to executive function, when it is warranted the director goes to the Board for their support in making decisions.

Nondiscrimination

Although, the Deborah Foundation's counterpart in Norway is the White Ribbon, an organization with a Christian focus, Debora Foundation does not condition the provision of services by political affiliation and / or religious, so it is respectful of people. In terms of gender this refers only to the services of the school and academy which are exclusively for women, the other services: medical clinic, dental clinic, CADI and training program for life formation, which is carried out with students (both male and female) from 18 schools are aimed at people of both sexes.

Transparency

Most of the documents supporting the work of the Foundation requested by the evaluator were submitted, only contracts of the personal staff as well as manual jobs and functions were not submitted. By this means we assume a firm commitment to develop legal contracts as quickly as possible.

Health-based approach

We are aware of the need to provide comprehensive health care to beneficiary population, but due to the lack of funds it has not been possible to hire specialized staff for mental

health (Psychologist), but these shortcomings have been filled with support from local partner institutions such as Integrated Women’s Ministries, Family Life and REDICAMM.

Domestic Violence

Workshops were imparted where the spouses of women beneficiaries of the Foundation were invited, but due to the prevailing male parenting patterns (machismo) in the Guatemalan society we did not receive positive response, another contributing factor to non-participation of men is the fact that most of the women beneficiaries of the Foundation are single mothers.

Figure 3.6 made by the Foundation Programs

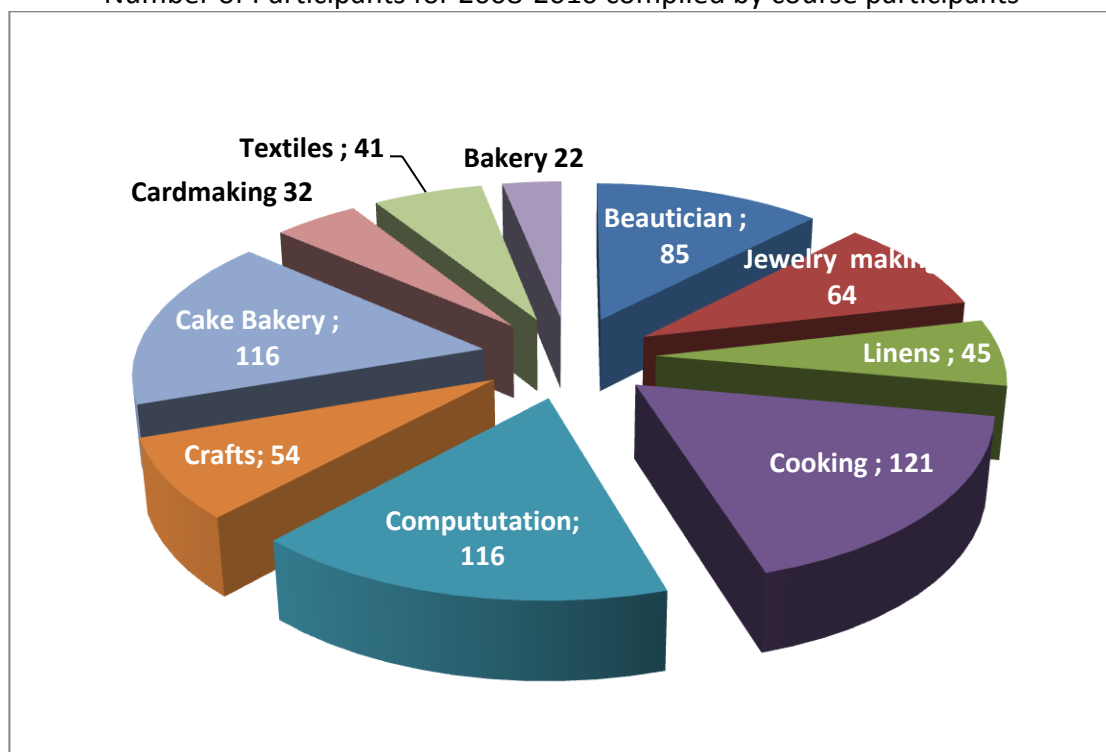
CADI information presented in the assessment report in relation to services rendered it is requested that it be noted in parentheses after comprehensive care, daily care, meals, nutrition, growth control and psychomotor development, head start, school readiness, health care and parent education.

In the paragraph relating to the school curriculum, the evaluator states a constant accompaniment of gender issues is not available. Within the official curricula of the Ministry of Education it is not possible to include other courses not officially approved by the aforementioned institution, the inclusion of gender issues is part of the Training Program for Life led by the Foundation, as a complement to the formation of students and the female beneficiary students.

Figure 3.8 Number of participants per course per year (see attachment)

The information provided for evaluation purposes and for the period 2008 -2010, we ignore the reason why the assessor refers to 2007 data.

Graphic No.5
Number of Participants for 2008-2010 compiled by course participants



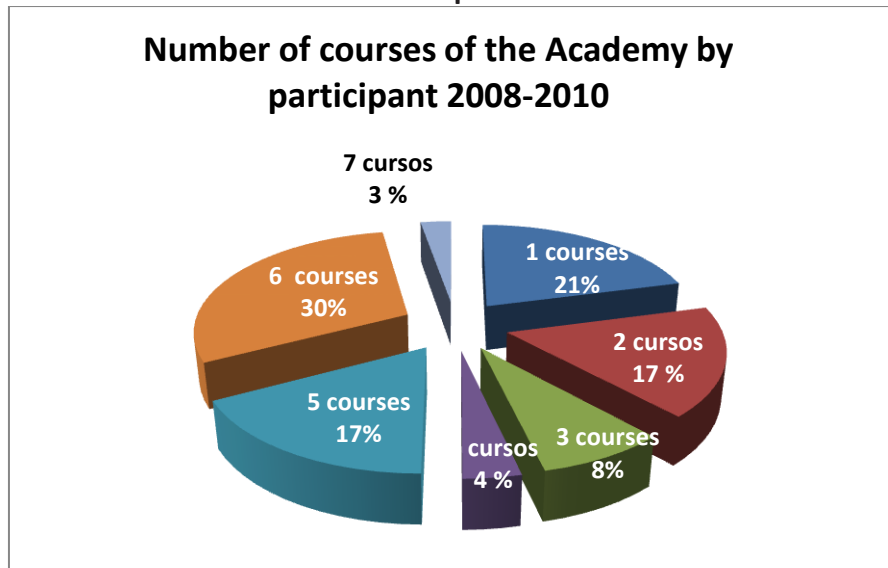
Source: Debora’s Foundation documents.

Figure 3.9 (see chart) Percentage of students who take one, two and three academic years
 The area of beautician skills is aimed at both the school population of 18 schools served by the foundation, the people of the community and staff of the Foundation. The only condition for the staff is that they use the Foundations services outside their working hours in order not to neglect their job responsibilities.

School

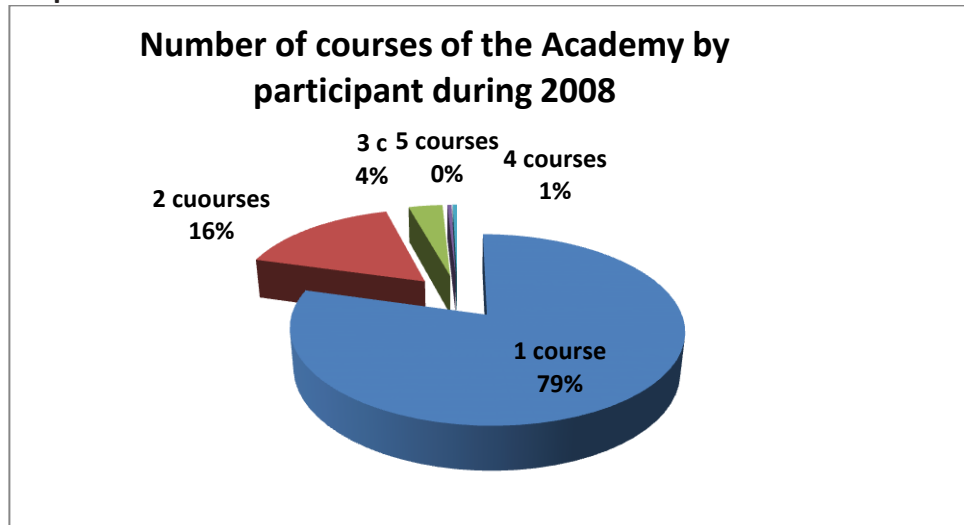
1 course	23
2 courses	19
3 courses	9
4 courses	4
5 courses	19
6 courses	33
7 courses	3

Graphic No. 6



Source: Debora's Foundation documents.

Graphic No. 7



Source: Debora's Foundation documents

The information can be verified in the attached document authorized by the Ministry of Education

3.4.3 Training Program for Life

During the evaluation process opinion surveys applied to Directors, teaching staff, students (both male and female) from schools to define the subject to be developed during the year were submitted to the assessor, given the existing human resource shortages in Foundation and time availability of students, the time spacing between one activity and another is in a month.

3.4.5 In relation to Reproductive Health

Women are advised individually about medical day clinics on the existing family planning methods to space number of desired children and use their personal freedom to choose the right one for them. In 2010, 323 women were served in coordination with the NGO PASMO. Women with partners are accompanied by them in order to make a joint decision.

Figure 3.16 2008-2010 Preventive Health Screening

When cases of women who are at risk for cervical cancer, they are referred to the Cancer Institute for medical attention. 100% of the women studied have been instructed on performing breast self-examination for early detection of cancer.

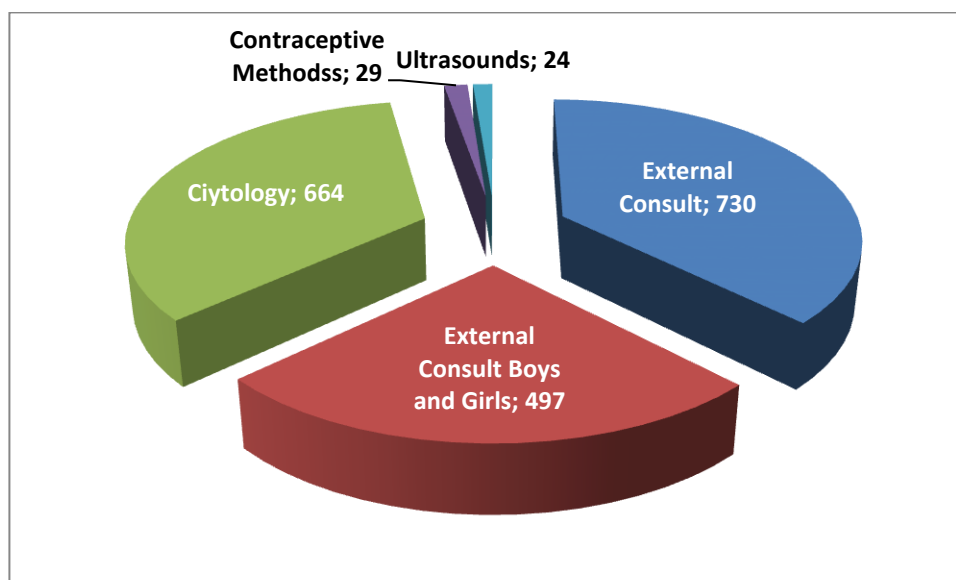
Table No. 2
No. of Patients served in the different health programs 2008-2010

No.	Served Population	2008	2009	2010	Total
1	External Consultation	311	253	166	730
2	External Consult Boy and Girls	203	245	49	497
3	Cytology	245	253	166	664
4	Family Planning Méthods	0	0	29	29
5	Ultrasounds	0	0	24	24
		759	751	434	1944

Source: Debora's Foundation Documents

Graphic No. 8

No. of Patients served in the different health programs 2008-2010



Source: Debora's Foundation Documents

Organization and empowerment (page 35)

There is a group of women beneficiaries of the services of the Foundation, who participate in development of the annual plan as well as delegates representing the Foundation in workshops and inter institutional coordination; this of course contributes to their personal development and empowerment as women.

3.4.7 Impact, outcomes, sustainability and relevance

In regard to health care coverage, the total population living in the area of El Mezquital is 175.000 persons; any member of this community in need of the services provided by the Foundation can access them. It is clear that we do not attend 100% population. Care coverage for beneficiaries in the evaluation period has been conditioned by physical space equipment, furniture and human resources. (See file registration records scanned.)

In regard to administrative matters, it is stressed that the lists of beneficiaries and beneficiary groups seem deceptive and / or altered at the discretion of the evaluator. Deborah Foundation has physical records of the population served: application forms, general listings, books, records and forms of participation in activities. We regret that in due course we were not asked to clarify this point and a false opinion has been formed about the veracity of the information provided. Our relationship with the Ministry of Education does not allow false information at any time, as we are subject to constant supervision.

Already mentioned earlier, the need for the realization of institutional strategic planning, which in its first phase (diagnosis) will allow the impact assessment of the work of the foundation, such planning is in draft but has not started due to lack of financial resources. The economical improvement of educated women and women who have been trained at the Foundation can be measured by the employment opportunities open to them on completion of their High School degree or completion of trade instruction. The avoidance of becoming a victim of extortion by criminal groups operating in the sector of El Mezquital in within the grasps of the Deborah Foundation, nor of any public institution at this time.

Sustainability

We agree with the assessor that the government of Guatemala is not able to meet all the needs of the Guatemalan population. Like the state, private institutions rely on external support, but if an economic value is given to the existing infrastructure and professional support obtained through inter-agency coordination, the contribution of Deborah Foundation as a counterpart would have a higher percentage of 18% reported in the financial information of the evaluation.