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PROJECT EVALUATION SUMMARY (PES) - PART I

1. PROJECT TITLE INTEGRATED RURAL DEVELOPMENT (OPG)			2. PROJECT NUMBER 520-0272	3. MISSION/AID/W OFFICE USAID/Guatemala
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 83-03			<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING	
A. First PRO-AG or Equivalent FY 80	B. Final Obligation Expected FY 83	C. Final Input Delivery FY 83	A. Total \$ 1,330	7. PERIOD COVERED BY EVALUATION
			B. U.S. \$ 500	From (month/yr.) 09/80
				To (month/yr.) 04/83
				Date of Evaluation Review 06/29/83

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. All project technical work in the Department of San Marcos should be restricted to phase-down activities.	Project Hope	07-30-83
2. In Municipality of Ixchiguan, efforts should be made to build within each participating community a small demonstration terrace, where pastures, vegetables and trees are planted.	Project Hope: (C. Sanders)	09-30-83
3. Cease activities to organize improvement committees.	Project Hop:	07-30-83
4. Project Assistance Completion Date may be extended beyond September 30, 1983 provided PVO requests such an extension at no extra cost supported by an operational phase down plan and PVO has instituted recommendations identified above.	C. McFarland	09-30-83

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT		
<input type="checkbox"/> Project Paper	<input checked="" type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)	A. <input type="checkbox"/> Continue Project Without Change		
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	_____	B. <input type="checkbox"/> Change Project Design and/or		
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)	<input checked="" type="checkbox"/> Change Implementation Plan		
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____	C. <input type="checkbox"/> Discontinue Project		

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER BANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)		12. Mission/AID/W Office Director Approval	
Cecil McFarland, ORD <i>for</i> Harry Wang		Signature: <i>[Signature]</i>	
		Typed Name: Charles E. Contello	
		Date: June 29, 1983	

13. SUMMARY

The implementation of the project was partially successful in overcoming a too-ambitious project design, a lack of coordination between contributing sectors, and a deteriorating and unpredictable political situation. After two and one half years of project activity, the project is entering its last five months of implementation. During implementation, the project was redesigned to contain 49 sub-projects, 15 in the field of health care and 34 in agriculture. Due to various constraints and problems, the project technical personnel considered it necessary to geographically disperse their activities resulting in different sub-projects in 36 villages and hamlets of 9 different municipalities instead of concentrating in 16 villages of one municipality. All agricultural efforts have been concentrated in the development of small family plots that could provide self-support to each individual family, including increasing the awareness of soil conservation. The efforts in the field of health were directed to the training of paramedical personnel. The technical team has learned how to work efficiently in a transcultural environment. Project activities should continue but in a restricted way.

14. EVALUATION METHODOLOGY

A two-person team composed of a Rural Development Specialist and an Anthropologist, Messrs, John Wolff and Jorge Osterling, respectively, were contracted to carry out a mid-point evaluation of the project in May 1983. Due to military activity in the project area, the originally planned case studies had to be abandoned. The evaluation team revised its approach using primary and secondary source literature accompanied by direct observation and personal interviews during a 21-day stay in Guatemala.

15. EXTERNAL FACTORS

Instead of concentrating in 16 villages of one municipality, different sub-project activities were geographically dispersed in 36 villages and hamlets of 9 different municipalities. The overriding reason for this dispersion was the critical subversive situation in the area which intermittently cut off certain villages from project activities. The adverse political situation caused a series of events that inhibited progress of the project. Probably the most severe result of the violence was the deterioration of local village improvement committees, thus ending the possibility of real community participation and eliminating the basis for the Project's unqualified success. Secondly Peace Corps personnel who were to be an integral part of project activities were evacuated from the

Highlands in August 1981. Thirdly, a decision was made to establish the demonstration farm in the more distant confines of the town of San Marcos, thus removing it from daily interaction with the farmers of the target area.

Inflation affected all areas of the economy and particularly adversely affected the subsistence farmer. This inflation coupled with curtailed national purchasing power and a national and international dip in prices for basic Guatemalan crops further penalized the villagers of Ixchiguan.

16. INPUTS

GOG public sectors did not share the same level of commitment to the project as did the representatives of Project Hope. National plans and budgets of both the Ministries of Health and Agriculture did not specifically include collaboration in the Integrated Rural Development Project (IRDP). At best, these sectors could provide help when and where they might but this help is always subservient to prior national commitments.

There has been a delay of inputs from Project Hope and from the Ministry of Health (MOH) and the Livestock Extension Service (DIGESEPE). The bulk of medical laboratory equipment, ordered from the U.S. in 1981, is still in port awaiting Customs clearance. The MOH delayed approval of the curricula for the courses for midwife and promoter training, and has seconded from duty the Rural Health Technicians when the MOH identifies needs for other programs that it feels are more important. The present supervisor for DIGESEPE in the Department of San Marcos has indicated his lack of interest in the project.

During the implementation of the project, Project Hope maintained its offices in Quetzaltenango, a four-hour drive one-way from the project site. Considering the size and complexity of the project, the evaluators believe that the headquarters should have been relocated in San Marcos, thus maintaining its base of operations and support closer to the nucleus of project activity.

According to the project plan, Peace Corps was to have been an integral part of the project and as such were to have much responsibility for its success. A volunteer couple was to be selected from those already working with similar programs in Guatemala and, among their other responsibilities, they would train local promoters to insure continuation of the program in the project area. However, due to the political problems that began to develop in the Altiplano, Peace Corps was ordered not to begin any new program in the Highlands and, since February 1982, all volunteers were removed from that area.

An adhoc strategy committee at the national level was formed to coordinate project activities as well as to provide general policy direction. Rather than providing direction, the National Committee became a bureaucratic impediment to project implementation. Representatives of the GCG, AID, Peace Corps and Project Hope served on the committee. The Ministry of Health declined to participate on the Committee, leaving the Ministry of Agriculture's DIGESEPE as the party responsible for all GCG sectors. Representation by Peace Corps was sustained throughout even though that Agency's participation in project activities occurred only during the first eight months of the project. The National Committee has not functioned since August 1982 and the evaluation team recommends that it be officially dissolved and its functions be absorbed by the Regional Committee in San Marcos.

17. OUTPUTS

In the first year of project activities, the program was working with Improvement Committees within the municipality of Ixchiguan and its neighboring municipalities. However, the members of the improvement committees with whom the project worked were not community leaders nor had they influence within the village. A few months after the project activities began in the area, the Guatemalan Army took the area under control and severely restricted all meetings and training activities outside its own purview. Currently, all project activities with Improvement Committees have been cancelled.

The demonstration farm within the city limits of San Marcos is in full production and the house as well as the planned environmental sanitation techniques have been installed. Discussing the farm's demonstration activities with the Project Coordinator as well as with the tenant manager, the evaluation team found that due to the political circumstances which severely restrict mobilization of middle-size groups, the project has been unable to invite groups of peasants to visit its farm installation. However, despite restrictions, they estimate that during 1982 a total of 200 people visited the farm, including peasants, university students, government officials and foreign visitors.

In the town area of Ixchiguan, the project has succeeded in developing a relatively large demonstration plot of land owned by the community. Other agricultural practices being implemented in the highland area have included building terraces on five hectares of highly eroded mountain slopes of Ixchiguan. Monthly meetings are organized to discuss improved agricultural practices. Four programs for improving livestock practices have been undertaken: preventive veterinary medi-

cine, pastureland management, small poultry or rabbit production, and selection of local sheep breeds.

The Youth Club program was never implemented given the withdrawal of the Peace Corps from the project area.

Forty-two rural health promoters were trained by the project. Currently the project is beginning a re-training program for the rural health promoters. All the paramedical personnel working both at Ixchiguan as well as in the neighboring villages participated in periodic training courses throughout 1981. Six courses for midwives in six different sites have been organized. Since the beginning of the 1983 school year, the project has begun a deparasitation campaign oriented to improve the health of school children affected by parasites. A tuberculosis search program of elementary school students of the Municipality of Ixchiguan was initiated in 1982 but more research is needed. Project Hope has worked through an integrated health training program to raise the level of the local health practitioners in nutritional matters complemented by intensive zoonosis research aimed at discovering which local diseases are transmitted to the population through animals. The project has undertaken no activity in the area of family planning.

The dental equipment and X-ray machine donated by Project Hope have been installed in San Marcos. The MOH assumed the commitment to visit Ixchiguan and the first of these visits took place in April 1983.

18. PURPOSE

The purpose of the project is to provide support to an integrated rural development program by providing technical assistance, training and financial resources for rural health and agricultural activities in the Municipality of Ixchiguan. Integration among projects is lacking and dispersion of project activities away from the Ixchiguan area is evident. Given the current political situation in the project area, it is doubtful that an integrated rural development program as originally designed could be successfully realized in the foreseeable future.

19. GOAL

The Operational Program Grant did not have a specific goal identified. The project was approved by the Mission since it supported the USAID's agricultural strategy of improving the productive resource base.

20. BENEFICIARIES

From a strictly quantitative viewpoint, there is no way to present data on productivity increases among small farmers, especially when most techniques are adopted by only a few peasant-innovators. During 1981-1982, the project planted different varieties of forage plants in furrows and later the plants were harvested and stored in silos. As of April 1983, the project personnel have been approached by more than 100 peasants willing to buy such seed. Since late 1982, within each village different sites have been created in order to guarantee the vaccination of all the existing animals in the area. The presence of the project in the area helped to supplement or to continue and improve the work of other organizations. The overall success of the agricultural sub-projects will be achieved only when the totality of the Ixchiguan population understands and participates in soil conservation and biological agriculture.

In almost all its efforts in the field of health, the project concentrated on the training of paramedical personnel. The direct and indirect beneficiaries of the training of Rural Health Technicians and non-registered nurses aids were the communities that had paramedical health posts installed and that offered the only "modern" medical practice available in the area. While the direct and indirect beneficiaries of the midwife sub-project were of the entire population from all socioeconomic levels, the beneficiaries of the health promoters basically include only the poorest people of these villages.

No major change has occurred regarding underemployment. Ixchiguan peasants continue to seek seasonal jobs. Similarly no major progress has been made in improved income. As a whole Ixchiguan peasant families continue living in the area primarily at a subsistence level that requires some of its members to migrate seasonally to obtain the necessary cash to cover their major expenses.