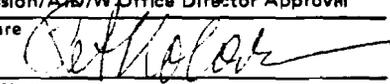


PROJECT EVALUATION SUMMARY (PES) - PART I

1. PROJECT TITLE Women in Development			2. PROJECT NUMBER 520-0284	3. MISSION/AID/W OFFICE USAID/Guatemala
5. KEY PROJECT IMPLEMENTATION DATES			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) 84-01	
A. First PRO-AG or Equivalent FY 81	B. Final Obligation Expected FY 83	C. Final Input Delivery FY 84	6. ESTIMATED PROJECT FUNDING A. Total \$ 445,100 B. U.S. \$ 305,000	
			7. PERIOD COVERED BY EVALUATION From (month/yr.) 10-82 To (month/yr.) 05-83 Date of Evaluation Review 12-14-83	
<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION				

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
Assign USAID technician to work closely with administrative unit in implementation of evaluation recommendations	D. Enos	6/15/83
Provide final increment of \$130,000 to the project	M. Cruz	Amendment No. 2 dtd 06-29-83
Implement recommendations of evaluation team regarding organization, credit allocations, and training	M. Cruz	PIL No. 39 dtd 10-27-83
Extend project assistance completion date from September 30, 1983 to March 31, 1984 to permit eligible applicants to receive credits	M. Cruz	PIL No. 39 dtd 10-27-83

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 checked="" 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 type="checkbox"/> Change Implementation Plan		
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P		C. <input checked="" type="checkbox"/> Discontinue Project		

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)		12. Mission/AID/W Office Director Approval	
Marilda de Cruz		Signature 	
		Typed Name Peter Kolar, Acting Director	
		Date 12/14/83	

13. SUMMARY

The project was designed to assist in integrating rural and urban poor women into the country's development process. To enhance the Rotary Club's prior proven experience in developing socially oriented projects, the Operational Program Grant was negotiated to finance start-up personnel costs, training activities, and conferences in support of creating an organization which would assist poor Guatemalan women in rural and urban areas to increase their economic productivity and address the socio-cultural constraints faced by these women in the development process. Discrete activities such as the creation of an organization and the establishment of a credit system are being achieved. The other activities to strengthen the integration of this target population into the country's development process have encountered institutional biases, weaknesses in volunteer capacity to offer services, and reluctance to seek other financial support to continue and/or expand the concept. The level of commitment has primarily depended on individual personalities, but as a whole the organization has not been trying to modify present attitudes and notions. The project has offered a unique opportunity to targeted beneficiaries to receive credit for activities not usually supported by the banking system.

14. EVALUATION METHODOLOGY

A consulting firm was contracted in May 1983 to carry out a progress evaluation covering the period of project operations from September 31, 1981 to May 31, 1983. The evaluation team was headed by Licenciado Francisco Dueñas, Public Accountant and Auditing and Business Administration Specialist. Other members included Licenciado Arnoldo Borrayo, Human Resources Specialist, and Luis Aldana, Social Worker.

Since the original Operational Program Grant did not have a logical framework, the evaluation team reviewed the project agreement and other basic documentation as well as interviewing AID and Rotary Club personnel to construct a logical framework against which project progress could be assessed. The final evaluation report was the result of an analysis of operational manuals prepared to direct the project's administrative functions, credit procedures established, personal interviews with project personnel, representative beneficiaries, and conference attendees. The evaluators also made specific recommendations for improving administrative operations to better serve the client population.

15. EXTERNAL FACTORS

The evaluation team found the amount programmed for credit to 25 women's groups to be inadequate to affect a change at the macro-level. Also the definition of women with limited resources from rural and urban areas was viewed by the Rotary Club and AID personnel as meaning different economic status. In order to meet the intent of the project, a clarification had to be negotiated so that personnel from both agencies were in agreement regarding the social and economic status which was to be assisted by the project.

16. INPUTS

AID funds for the project were provided on a timely basis given the rate of project implementation. However, the use of the funds for the purposes intended were delayed due to misunderstandings between the donor and the grantee as well as the desire to reduce the supervisory role of AID. During the first year, implementation of project activities were very slow.

In addition to providing some project personnel, the Rotary Club was to provide from among its ranks members to provide technical assistance. Until a change in Rotary Club leadership, no technical assistance had been provided. Even with the changes effected, Rotary Club participation was minimal to meet the needs of all client groups.

Project administration was not continuous. Except for the Executive Director and the part-time accountant, personnel funded by the AID grant did not serve more than an average of six months. In order to accelerate project implementation activities, an organizational change of the Administrative Unit was approved.

17. OUTPUTS

A. Operating Administrative Unit

During implementation of the project, the originally contemplated administrative unit was reorganized by changing the positions of Operational Supervisor and Extension Agent to two Project Analysts/Supervisors. This change was effected to assure that financial implications of the project activities were addressed as well as the socio-cultural needs. However, the evaluation team found that the unit's focus became totally financial and excluded the social implications. The change facilitated project implementation but the achievement of the socio-economic objectives of the project are in jeopardy.

Manuals for standards and administrative procedures were designed and established for the operation of the unit. The evaluation team found that the manuals were of amateur status and did not assist in clarifying operational procedures or in increasing the unit's productivity. The accounting system employed is simple, but differentiation of donor funds to carry out discrete sub-activities needs to be incorporated into the system.

The plans and quarterly reports prepared do not provide sufficient information on the expected benefits of the total program. The evaluation team recommended that plans should be reviewed against budgetary and programmed activities and uses.

B. Skills Training

Training activities carried out under the project were conducted over extremely short periods. As a result, true training did not occur but a series of orientation sessions primarily consisting of short talks and informal transmission of information. Given the spotty employment history of most of the project personnel, training for that group was not effective. Members of the Ladies Rotary Committee who received training were disenchanted with the project given the length of time to get subprojects approved and were not motivated to visit project sites. Loan recipients reported that they never received the technical assistance programmed to be provided by members of the Rotary Club as well as other appropriate institutions. The evaluation team recommended that training activities be refocussed and technical assistance be provided.

C. Coordination Network

At the time of the evaluation, out of ten institutions surveyed, only one had an integrated women's program. Efforts to form the network were devoted primarily to conferences without any further follow-up. Although 70 percent of the correspondents indicated that they were interested in the program following the conferences, at the same time they expressed the opinion that the conferences did not motivate but rather provided information. The evaluation team suggested that the Rotary Club devote more attention to motivation and establishment of the network.

D. Establishment of Loan Fund

Although the loan fund was established and loans extended were for productive enterprises, the evaluation team found that there was a scarcity of socio-economic studies of

the proposed enterprises and only three had undertaken a marketing study. As of the time of the evaluation, authorization of loans, including Rotary Club and AID approval, averaged 8 1/2 months. As the evaluators' point out, publicity efforts have not attracted women's groups which met the criteria for eligibility for the fund, and also motivation, dissemination and coordination activities have been misdirected. Credit requirements are much stricter than those of the banking system, possibly reflecting a bias towards marginal economic groups. Suggestions were made by the evaluation team to make the credit more readily available to the targeted clients.

18. PURPOSE

The purpose of the project is to create an organization to assist in increasing the economic productivity of poor Guatemalan women in rural and urban areas and to address the socio-cultural constraints that these women face in the development process.

The efforts to publicize the problem of women in Guatemala and make leaders from the public and private sectors aware of the economic benefits which can be derived from projects of this type have been weak and it is doubtful that this end of project status will be achieved by the completion date. Selection of conference participants was not based on community leadership roles and therefore although well attended, the conferences did not impact on persons who had the ability to effect changes. As mentioned previously there was no follow-up to the conferences nor has the administrative unit designed further publicity activities.

Since loan funds had been recently disbursed at the time of the evaluation, the impact on increasing the incomes of participating families could not be measured. However, given the short-comings identified by the evaluation team under the "Outputs" section, the effectiveness of changing family incomes may be only marginal.

Efforts by the Ladies Rotary Committee in obtaining other funds to support a system for financing and implementing women's income-generating activities has been less than successful. Over the year and a half period of the evaluation, only Q8,000 had been donated, not even sufficient for administrative costs. One reason stated for such a meager result was that the women did not like to collect funds.

Requirements to establish a new legal entity to continue project activities had been initiated. As of April 25, 1983, the legalization of the foundation had been established. How-

ever, given the lack of donations as stated above, much work will be required if in fact the foundation is to be a viable entity which can continue and/or expand activities of the type sponsored by the project. At the same time the foundation will need to institute programming procedures to meet the needs of the clients.

19. GOAL

As mentioned in the "Evaluation Methodology" section, no logical framework existed against which project progress could be measured. In the design of the logical framework by the evaluation team, no goal was specified. The project authorization stated that the project is "... to improve the overall socio-economic status of poor urban and rural women in Guatemala." In economic terms it is premature to judge whether the project in fact will improve the economic status of the participants since disbursement of loan funds has been slow. The reorganization of the Administrative Unit has created conditions whereby the project no longer addresses the social status of women.

20. BENEFICIARIES

The direct beneficiaries of the project are the women who receive credit to establish small commercial enterprises both to promote greater equality in income and to reduce rates of underemployment. Since the enterprises established have been in operation less than seven months, the impact of the credit offered cannot be measured at this time.

21. UNPLANNED EFFECTS

Not pertinent at this time.

22. LESSONS LEARNED

A PVO should carefully review an agreement prior to signature to see if it is willing to meet the donor's requirements. The evaluation team found resentment on behalf of members of the Rotary Club over AID's approval requirements outlined in the actual agreement. This resentment led to a series of controversies which delayed some project activities and weakened the effectiveness of the program.

Generally understood definitions should be clarified in as much detail as possible to avoid confusion and misunderstandings. An example found by the evaluators was the term "rural and urban poor" the definition of which had to be discretely

negotiated following project implementation since each organization was viewing project beneficiaries as coming from different economic strata.

To carry out operational grant projects, IPVOs need to have a formal, administrative unit responsible for implementation of grant activities. The Guatemalan Rotary Club consists primarily of volunteers with officers who are elected annually and part-time employees to manage the organization's finances. The degree of commitment to carry out activities vacillated within the organization according to the interests of the elected officials and the amount of time these volunteers were willing to devote to project activities. As a result project implementation suffered for lack of consistent and continual direction. Prior to registering an IPVO, the USAID should ascertain its organizational and administrative capabilities in addition to the other requirements prescribed for registering such institution.