

A.I.D. EVALUATION SUMMARY PART I

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

PD AA2-596

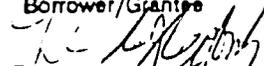
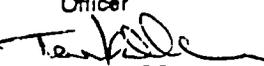
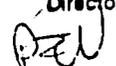
IDENTIFICATION DATA

A. REPORTING A.I.D. UNIT: <u>USAID/Guatemala</u> <small>(Mission or AID/W Office)</small> (ES# 88-03)	B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN? yes <input checked="" type="checkbox"/> slipped <input type="checkbox"/> ad hoc <input type="checkbox"/> Eval. Plan Submission Date: FY <u>88</u> Q <u> </u>	C. EVALUATION TIMING Interim <input type="checkbox"/> final <input type="checkbox"/> ex post <input type="checkbox"/> other <input checked="" type="checkbox"/>			
D. ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) or program(s) evaluated; If not applicable, list title and date of the evaluation report)					
Project #	Project/Program Title <small>(or title & date of evaluation report)</small>	First PROAG or equivalent <small>(FY)</small>	Most recent PACN <small>(mo/yr)</small>	Planned LOP Cost <small>('000)</small>	Amount Obligated to Date <small>('000)</small>
PL 480	Title II Program Evaluation - 3/88				

ACTIONS

E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR <p style="text-align: center;"><i>Action(s) Required</i></p> <p>This was the first evaluation of the CARE and Catholic Relief Services Title II programs in Guatemala for 17 years. The PVOs have programmed Title II resources with little USAID intervention. This evaluation is the second step in increasing the Mission's leadership role and involvement in directing the integrated development use of food aid resources. The 51 recommendations of this evaluation are summarized in the 15 actions that follow.</p> <ol style="list-style-type: none"> 1. Establish the Mission's food aid resource management function within the Program Office. 2. Program Office transfers responsibility for Title II program implementation to technical offices. 3. Office of Human Resource Development (OHRD) assumes responsibility for technical management of MOH/CARE/MCH, CARE/OCF, CRS/MCH and SHARE/Family Health Program. <p style="text-align: center; font-weight: bold;">SEE CONTINUATION SHEET</p>	Name of officer responsible for Action	Date Action to be Completed
	USAID Director	August, 1988
	PRM	January, 1989
	OHRD	January, 1989
	(Attach extra sheet if necessary)	

APPROVALS

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION: mo <u>3</u> day <u>15</u> yr <u>88</u>			
G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:			
Project/Program Officer Signature  Typed Name <u>Tom Kellerman</u> Date: <u>6/28/89</u>	Representative of Borrower/Grantee  Lynn Renner/CRS James Coberly/CARE Date: <u>6/28/89</u>	Evaluation Officer  Tom Kellerman Date: <u>7/6/89</u>	Mission or AID/W Office Director  Anthony J. Cauterucci Date: <u> </u>
CATHOLIC RELIEF SERVICES U.S.A.			

CONTINUATION SHEET

E. Action Decisions Approved by Mission or AID/W Office Director (Cont'd)

Actions Required	Person Responsible	Completion Date
4. Office of Rural Development (ORD) assumes responsibility for technical management of CARE/Agroforestry and SHARE/Reforestation programs.	ORD	January, 1989
5. Office of Private Enterprise Development (OPED) assumes responsibility for technical management of CARE/Urban Food For Work (FFW) and SHARE FFW programs.	OPED	January, 1989
6. Prepare <u>Food AID Strategy</u> .	PRM*	December 1989
7. Implement food aid systems for improved coordination between the GOG, PVOs and international donors to minimize duplication and competition.	PRM*	June, 1990
8. Develop and implement standardized growth monitoring components for MOH/MCH programs including completion of a pilot project.	OHRD	September 1990
9. Transfer OCF component from CARE, CRS and SHARE programs to another PVO/GOG OCF program.	PRM*	December, 1990
10. Standardize MOH/MCH educational materials and methods for all Title II programs.	OHRD	June, 1991
11. Expand role of the private sector through CRS/CARITAS in the MCH and health care system.	CRS	September 1991
12. Design and implement a PVO-supported, beneficiary driven system with the long-term goal of ending dependence on food aid.	PRM*	Ongoing
13. Design and implement systems to identify and target Title II activities in geographical areas of greater at-risk populations.	PRM*	Ongoing

* in close coordination with technical offices.

Actions Required	Person Responsible	Completion Date
14. Review and redesign MYOPs for Title II programs for FYs '90, '91 and '92 as required to cover the following: <ul style="list-style-type: none"> a. More specific objectives. b. Use of quantifiable indicators for measuring progress. c. More specific targeting to increase coverage of at-risk groups. d. Provision of ancillary health activities. e. Establishment of improved data collection systems. 	PRM*	Ongoing
15. Gradually move out of social welfare programs and use the resources of AID and the PVOs for greater improvement in the impact of food aid on MCH and economic development programs instead.	PRM*	Ongoing

* in close coordination with technical offices.

H. EVALUATION ABSTRACT (do not exceed the space provided)

This was the first evaluation in 17 years of CARE and CRS Title II programs in MCH, OCF and FFW activities. Direct Mission control of Title II programs was minimal given the well established institutional capacities of the PVOs and the high quality of their logistical and reporting systems. This evaluation is the Mission's second step in directing more effective use of food aid development resources, increasing their program impact and measuring achievements of Title II programs to date.

Sufficient growth monitoring data was unavailable to directly measure program impact on MCH objectives. Therefore, a non-quantitative method of focus groups was used to evaluate MCH components. A combination of focus groups and quantitative data, (beneficiary levels and work completed), was used to evaluate OCF and FFW programs.

Major findings, conclusions, recommendations and lessons learned included:

- Overall impact of Title II programs over time was hard to assess given the absence of base line data and effective growth monitoring systems.
- Title II food distribution has had a positive impact on family food intake and has resulted in beneficial income transfers as high as 25 percent in rural areas. Food distribution programs do not appear to necessarily produce high levels of dependance on food aid.
- Food distribution can be a temporary incentive to help attract people to an unfamiliar service or beneficial activity.
- The Mission must establish a Food Aid Management Office with the single priority of improving food aid management and food aid program development.
- Program success depends on improved coordination between USAID technical offices and PVO's in the planning and implementation of food aid activities.
- The Mission's Title II program objectives and indicators need revision.
- To be fully effective, food aid resources need to be more effectively integrated with other USAID and GOG resources.
- Increased GOG participation in all programs is required to assure long term success.

ABSTRACT

I. EVALUATION COSTS

1. Evaluation Team Name	Affiliation	Contract Number QR TDY Person Days	Contract Cost QR TDY Cost (US\$)	Source of Funds
John Snow	Public Health Group	PIO/T 80010 11/04/87 PDC-0202-I-00-7150	\$49,623.08	PD&S (520-000.4-80010)

2. Mission/Office Professional Staff Person-Days (estimate) N/A

3. Borrower/Grantee Professional Staff Person-Days (estimate) _____

4'

COSTS

A.I.D. EVALUATION SUMMARY PART II

J. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided) Address the following items:

- Purpose of activity(ies) evaluated
- Purpose of evaluation and Methodology used
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office: Guatemala Date this summary prepared: June 26, 1989

Title and Date of Full Evaluation Report: Evaluation of Guatemala PL 480 Programs - 1/88 - 3/88

I. PURPOSE OF ACTIVITY EVALUATED

The purpose of Title II programs in Guatemala has varied greatly over the 17 years since the previous evaluation. This evaluation focuses on the Title II activities of CARE and Catholic Relief Services (CRS) over the last 5 years. These activities cover the range of Maternal Child Health (MCH) supplementary feeding, Food For Work (FFW) reforestation, FFW structural adjustment programs involving construction of urban infrastructure, FFW general rural development and traditional Other Child Feeding (OCF) in orphanages, malnutrition recovery clinics and child care centers for the poor.

II. PURPOSE OF EVALUATION AND METHODOLOGY USED

Traditionally, the Mission has played an incidental role in the management and direction of Title II activities. It has relied on the proven expertise of the PVOs for Title II planning and implementation.

The unprecedented growth of the USAID/Guatemala Program as a result of the Central American Initiative, (the Kissinger Commission), brought drastic changes in management style and emphasis. In 1987, the Mission focused on food aid and subsequently: (1) outlined a program development strategy, (2) assigned a PSC to monitor food aid, (3) approved a Mission Order on food aid management and (4) contracted for this evaluation.

The purpose of this evaluation was to do the following: (a) determine if current Title II projects are achieving their intended goals of improving the health and nutrition of mothers and preschool children; (b) assess whether they are contributing to realization of the priority development goals in the Mission's Action Plan; (c) to analyze other program benefits; (d) determine the actions needed to establish the Mission's leadership role in food aid; (e) integrate food aid development resources into overall USAID programming; and (f) increase the positive impact of expanding food aid use in USAID programs.

The evaluation addresses these issues in the context of the prevailing economic, political, social and health realities of Guatemala today. The evaluation team employed a focus group technique described in a manual of the Nutritional Institute of Central America and Panama (INCAP). Beneficiaries, program administrators and trainers were interviewed in over 70 distribution sites. Interviews were conducted with 90 officers and food program related staff in USG, GOG and NGO agencies. Survey and quantitative data came from studies conducted by third parties such as INCAP and were adapted for use in this evaluation.

III. FINDINGS AND CONCLUSIONS

1. CARE and CRS have made progress in integrating their MCH food distribution programs with related GOG and donor activities to improve the nutritional effectiveness of the commodities, but further efforts are needed by the GOG, USAID, PVOs and other donors to develop and implement an integrated national approach to malnutrition.

2. Past MCH projects have been largely family food distribution activities in which the designation of vulnerable women and children under six as the target group provides the sole screening criterion in needy communities.
3. The CARE Urban FFW project supports the Mission objective of strengthening democratic institutions.
4. The CARE Reforestation project promotes conservation measures that (1) increase crop yields by 25%, (2) establish self-sustaining community tree nurseries, and (3) encourage terracing and other resource saving improvements.
5. The small but impressive CRS FFW program is well integrated with GOG technical support agencies such as the Ministry of Agriculture, Livestock and Food.
6. CRS FFW activities have encouraged the use of family compost piles that have improved soils, reduced cultivation costs and increased the income of subsistence farmers.
7. Coordination of food aid among international donors is essential for effective food aid programming in Guatemala. There is overlap and duplication between competing food aid programs supported by different donors.
8. FFW in highland areas has improved community infrastructure and has reduced the need for families to migrate to low paying seasonal employment opportunities in coastal areas.

IV. PRINCIPAL RECOMMENDATIONS

1. MCH supplementary feeding must be augmented by family health services and increased educational activities to provide the maximum positive nutritional impact.
2. The Mission must define an appropriate balance between welfare and development assistance in its Title II programming.
3. Title II food resources and other USAID/GOG resources must be more effectively integrated into the technical office project management structure and Mission/GOG development programming.
4. The Mission can improve its management of food aid resources by organizing a Food Program Support Unit and assuring that it has adequate resources and internal office cooperation to be effective in program development.
5. The Mission and PVOs should identify, train and finance the technical expertise needed to improve MCH activities.
6. Mission support for MOH and CARE should be used as leverage to improve coordination and increase MCH program impact on Action Plan objectives.
7. Emphasis on the development of new guidelines giving priority to the most vulnerable MCH beneficiaries is vital if MCH programs are to succeed over the long term.

8. The Mission and PVOs must take steps to identify and reduce overlap and duplication with other donors and reassign surplus resources to target groups not served by existing food aid programs.

V. LESSONS LEARNED

1. Integration of Title II rural development programs into GOG/USAID (ORD) rural economic development programs is essential if poor farmers are to end their dependence on food aid.
2. Targeting infants under two in at-risk communities and distribution of oral rehydration salts, immunization and nutrition education can reduce infant malnutrition and mortality significantly.
3. Collaboration between USAID and CARE can help to make significant improvements in GOG MOH performance in community-level development programs.

K. ATTACHMENTS (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier)

Evaluation of Guatemala PL-480 Programs
January - March, 1988

ATTACHMENTS

L. COMMENTS BY MISSION, AID/W OFFICE AND BORROWER/GRANTEE

1. The evaluation fulfilled the scope of work. It provides a total of 51 recommendations. 19 of these are directed to the Mission and the remaining 32 to Title II program components. CARE and CRS made comments on the first draft report directly to the contractor. Their comments were reflected in the final draft of the evaluation report.
2. The recommendations addressed to the Mission are generally consistent with the Mission's point of view. Some, such as setting up a specific office responsible for food aid, have been implemented. The Missions Food Aid Strategy will include the recommendations in this evaluation report.
3. Integration of the Mission technical offices' management of Title II program activities began in early 1988. Full integration should be complete by the end of FY 1989.
4. Integration of Title II resources with ESF and Title I local currency resources requires coordination with the GOG since they own the local currency. While some delay is anticipated, no major problem is expected.
5. The evaluators spent the majority of their time visiting field sites. They understood program constraints very well and maintained the objectivity required to produce a germane, functional evaluation.
6. The findings and lessons learned generally support the viewpoint of Mission officers with long field experience. Many of the evaluation's conclusions closely reflect the views of the GOG and PVOs directly involved with the program.

MISSION COMMENTS ON FULL REPORT

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