

FD-ABC-612

AID 1020-25 (7-68)		SECURITY CLASSIFICATION		001 PROJECT NUMBER	
<b>PROJECT APPRAISAL REPORT (PAR)</b> (U-446) See M.O. 1026.1		UNCLASSIFIED		N/A 70903	
002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	
AS OF:	09	30	69	FY 61	Thru FY
008 COOPERATING COUNTRY - REGION - AID/W OFFICE				004 PROJECT TITLE	
Guatemala				CARE P. L. 480 FEEDING PROGRAM	

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 )											
PROPOSED OPERATIONAL YEAR (FY 19 )											

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual FY Year 69 : \$11,780 Operational Year FY Program 70 : \$2,953

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR 2. LOCAL CONTRACTOR 3. THIRD COUNTRY CONTRACTOR 4. PARTICIPATING AGENCY 5. VOLUNTARY AGENCY 6. OTHER:	0. PARTICIPATING AGENCY 1. UNIVERSITY 2. NON-PROFIT INSTITUTION 3. ARCHITECTURAL & ENGINEERING 4. CONSTRUCTION 5. OTHER COMMERCIAL 6. INDIVIDUAL 7. OTHER:	1. CARE/GUATEMALA	5	2		
		2.				
		3.				

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 I as necessary):

PROJECT BACKGROUND

CARE began operating a feeding program in Guatemala utilizing P. L. 480 commodities in FY-61. Since its inception the CARE program has concentrated on Child Feeding (principally in schools). In addition the program has included some elements of Institutional feeding. This follows the general pattern of CARE

MISSION DIRECTOR APPROVAL →	SIGNATURE	DATE
	<i>[Signature]</i>	12-16-69

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N/A

## PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

programs throughout the world. Complementing the CARE preference for this type of program, the GOG also has favored school feeding programs over others.

While CARE provides the overall planning and administration of the programs, the GOG through different Ministries provides the personnel and facilities for operations. Of the CARE staff of 5 Americans, two devote full time to the feeding program, and there are 10 local employees directly involved.

CARE operates under a basic agreement with the GOG which was signed in 1958 and which is augmented annually by a contract with the GOG that provides for the financing of the administrative expenses of operating the program in Guatemala. This covers all expenses except the salaries of American employees.

CARE's principal counterpart for the School feeding program is the Ministry of Education. Distribution at regional levels are made by the District Supervisor of Education to schools within his district. Each school Director is responsible for the program in his school. Teachers are usually in charge of actually carrying out the feeding, except that someone is usually hired to prepare the food. In those schools which include bread in their program this may be prepared at the school but is more often baked under contract with a local baker. In a few cases food preparation is done by the Guatemalan Army and delivered to the schools.

The program directed toward Pre-School Age Children and Nursing or Expectant Mothers is carried out by the Ministry of Health either through Clinics or Nutrition Education and Recuperation Centers. Ministry of Health personnel are in charge of operations. In addition to these, the Ministry of Health also operates the Institution feeding program which is conducted through hospitals. In the latter cases, the P. L. 480 commodities represent only a supplement to the regular diet provided.

### OVERALL EFFICIENCY, EFFECTIVENESS AND SIGNIFICANCE

#### I. Program

The major emphasis in the CARE program has always been school feeding and this is its principal failing. It has been well established in studies conducted by INCAP and others that the first few years of life are the critical ones. Malnutrition at this period can cause irreversible mental deficiency. Studies now being undertaken by INCAP also tend to support the theory that malnutrition of the expectant mother can also affect the mental development of the unborn child. This group has not received the attention it deserves in the CARE program.

The CARE Maternal/Child Welfare program has not incorporated a sufficient amount of nutrition education. Emphasis ~~has~~ tended to be placed principally on the controlled distribution of commodities without recognizing the more important educational role of which this program could be capable.

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## PAR CONTINUATION SHEET

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The same comment, of course, applies to the school feeding program, even though the opportunities for nutrition education are not as great.

Overall, however, it can be said that the greatest failing of the CARE program is the fact that no significant thought has been given, either by CARE or the GOG, to the inevitable time when U. S. support must diminish. The program has continued to grow each year on the assumption that U. S. commodities will always be available. Unless steps are taken now, this trend will only continue to the point that an orderly phase-out becomes impossible. U. S. input must level off now and begin a gradual decrease, while attempting to find the means to increase the GOG input.

## II. Organization

The CARE program is, in general, well run. As mentioned in the previous section, however, the emphasis on administration tends to obscure the more important issue of where the program is going and what it might accomplish.

CARE should also attempt to involve the GOG more in the planning and operation of the program. More involvement of local communities would also be desirable. Better administration within the GOG entities involved at all levels could be improved. It must be remembered, however, that CARE must operate within existing organizations with limited resources and that the extent of CARE's ability to make desired changes is necessarily limited.

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3 ACTUAL CUM. TO DATE 6-30-69	4. AS OF PRIOR JUNE 30 (1968)		5. PLANNED BY NEXT JUNE 30 (1970)	
			a. PLANNED	b. ACTUAL		
	No of Children and Mothers	2,700	2,182	2,182	3,225	(Future Targets Not Yet Determined)
	No of Persons in Institutions	715	693	693	733	
		(All figures in 000)				

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PART I-B - Continued

010

B 2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)			
	(1) Through the provision of supplementary feeding to pre school age children, to reduce, to the extent possible, the long range effects of malnutrition at this critical age.	3	2
	(2) By providing a dietary supplement to school children, to raise the general nutritional level and thereby improve the quality of school work and increase attendance.	3	2
	(3)		
	(4)		

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I):

- (1) At those centers, such as the Nutrition Education and Recuperation centers, where accurate records are kept, results have been extremely good. The unfortunate aspect is that these centers are so few in number (about 26 at present). New ones are opened as funds become available. The effectiveness of feedings carried out through other Health Centers depends upon the interest shown by the Doctor in charge. This is variable and there is a substantial turn-over of personnel.
- (2) While generally effective in improving attendance and work in class, this part of the program is subject to the same type of variable factors as the pre school feeding. Where the teachers are interested (as in the case in most of the schools) the program is effective. Interest by the Ministry of Education has remained high and the program is considered valuable at this level.

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## PART I-C - Continued

## C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	N
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	Y
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	NA
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	N
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	Y

021 NARRATIVE FOR PART I-C.2 Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):

- 016 The project, while not now less necessary, can certainly be considered subject to modification. Such modification should include greater participation by the GOG through the provision of some locally donated commodities.
- 017 One important lesson which has emerged from this project is the desirability of beginning with an agreed concept of gradually increasing host government participation so that this is not such a difficult process at a later stage. (It is recognized that when this project was begun there was, even in our own government, an unexpressed belief that one purpose of P. L. 480 programs was the disposal of surplus commodities).
- 020 There has been a lack of coverage for two principal reasons: 1, Reluctance of the country to admit it needs the assistance and 2, Primary concern of Volag to promote it's own image.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a)		(b) STATUS - PLACE AN "X" IN ONE COLUMN		
PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<p>This is a project of continuous operation with no major steps involved other than those of the program submission and approval process. The timing of this is established by Manual Order and has been maintained on schedule.</p>			

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	P
		033 Promptness of required reports	P
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	P
026 Understanding of project purposes	P	035 Working relations with Americans	P
027 Project planning and management	P	036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029 Effective use of participant training element		038 Home office backstopping and substantive interest	P
030 Ability to train and utilize local staff	P	039 Timely recruiting of qualified technicians	P
031 Adherence to AID administrative and other requirements	P	040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:	X	TRAINING UTILIZATION AND FOLLOW UP	
		052 Appropriateness of original selection	
PREDEPARTURE		053 Relevance of training for present project purposes	
042 English language ability		054 Appropriateness of post-training placement	
043 Availability of host country funding		055 Utility of training regardless of changes in project	
044 Host country operational considerations (e.g., selection procedures)		056 Ability to get meritorious ideas accepted by supervisors	
045 Technical/professional qualifications		057 Adequacy of performance	
046 Quality of technical orientation		058 Continuance on project	
047 Quality of general orientation		059 Availability of necessary facilities and equipment	
048 Participants' collaboration in planning content of program		060 Mission or contractor follow-up activity	
049 Collaboration by participants' supervisors in planning training		061 Other (describe):	
050 Participants' availability for training			
051 Other (describe):			

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## PART II-B - Continued

## 3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	064 NO COMMODITY ELEMENT			
		X			072 Control measures against damage and deterioration in shipment.	P
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).				P	073 Control measures against deterioration in storage.	P
066 Quality of commodities, adherence to specifications, marking.				P	074 Readiness and availability of facilities.	P
067 Timeliness in procurement or reconditioning.				P	075 Appropriateness of use of commodities.	P
068 Timeliness of shipment to port of entry.				P	076 Maintenance and spares support.	
069 Adequacy of port and inland storage facilities.				P	077 Adequacy of property records, accounting and controls.	P
070 Timeliness of shipment from port to site.				P	078 Other (Describe):	
071 Control measures against loss and theft.				P		

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

## a. Overall Implementation Performance.

With regard to the technical competence of the CARE staff, local as well as U. S., the USAID has no criticism. Their size and training make them capable of running a well organized and controlled program. Much of this is due to the backstopping provided by their home office based on considerable experience in running food donation programs. Despite their overall ability to operate the program, there are several areas where USAID believes performance could be improved. First of all, there is a reluctance to press for an increased GOG role in program support. Not in terms of finance to administer the program. but in the form of GOG donated commodities to substitute for some of those donated by the U. S. Although the Volagency agrees in principle to this idea, nothing substantive has ever been done. Program publicity identifying the input by the people of the U. S. is lacking. Most publicity identified it only as a CARE program.

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## PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:	
030 Coordination and cooperation within and between ministries.	
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	P
082 Availability of reliable data for project planning, control and evaluation.	P
083 Competence and/or continuity in executive leadership of project.	P
084 Host country project funding.	N
085 Legislative changes relevant to project purposes.	
086 Existence and adequacy of a project-related LDC organization.	P/N
087 Resolution of procedural and bureaucratic problems.	P
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	P
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	
092 Political conditions specific to project.	
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	P
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	N
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	F
100 Planning and management skills.	P
101 Amount of technician man years available.	
102 Continuity of staff.	N
103 Willingness to work in rural areas.	P
104 Pay and allowances.	
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

Overall country performance can only be considered as adequate. There is room for improvement. The major factor involved here is the fact that there is no GOG agency set-up as a specific counterpart for the CARE program. This would probably not be economically feasible but it should be mentioned. Other agencies with other primary responsibilities must provide the required services as additional duties.

- 084 As mentioned in Part II B, host country funding could be increased to provide additional commodities.
- 086 See above
- 088 In some cases, better warehousing could be provided.
- 094 It is doubtful that much real thought has been given to the possibility of termination of U. S. support. Adequate funding would be difficult to obtain.
- 102 This is a persistent problem because of constant Ministerial personnel shifts.

## PART IV - PROGRAMMING IMPLICATIONS

## IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change.

For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

It seems clear that any change in emphasis should be directed toward increasing the GOG involvement - not only in financial contributions but also in planning and administration of the program. This will undoubtedly be difficult for several reasons. First, a lack of interest by the GOG in taking on the administrative responsibility. Second, difficulty in obtaining financing. And third, the need for the cooperation of CARE which will probably not be given willingly.

Although the USAID has previously submitted future P. I. 480 projections showing steady increments, we now believe, in light of the substantial financial implications, the unhealthy degree of psychological dependency built into the current approach, the conflicts with our programs to increase Guatemalan agricultural production, and serious operating problems that this is an unrealistic course. If we intend the GOG eventually to assume responsibility for these programs, our contributions to them cannot continue to increase. Each yearly increment makes it more difficult to persuade the GOG to assume that responsibility. Therefore, we are leveling off and preparing the way for an eventual decrease in our commitment, other than pre-school Maternal/Child feeding programs.

## IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative.	

109 NARRATIVE FOR PART IV-B:

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**AIRGRAM**

**DEPARTMENT OF STATE**

UNCLASSIFIED  
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For each address check one ACTION | INFO

DATE REC'D.

*XD ABR-612-A*  
*Handy*  
*70902*  
*(Hold)*

*1969 MAR 25 PM 3 17*  
*PM 3 37*

*AID*  
*DATE SENT*  
*3-17-69*

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DISTRIBUTION

ACTION

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*AGRIC*

TO - AID/W TOAID A 99 X

FROM - GUATEMALA

SUBJECT - Noncapital Project Paper (PROP)  
P.L. 480 Title II, CARE

REFERENCE - Maternal/Child Feeding

COUNTRY: GUATEMALA PROJECT No. N/A

SUBMISSION DATE: Feb. 28, 1969 REVISION: No. 1

PROJECT TITLE: CARE - Maternal/Child Feeding

U. S. OBLIGATION SPAN: FY-61 THROUGH Indefinite

PHYSICAL IMPLEMENTATION SPAN: FY-61 THROUGH Indefinite

GROSS LIFE-OF-PROJECT FINANCIAL REQUIREMENTS: +

U.S. Dollars	\$19,111,000
Cooperating Country Cash Contribution	\$ 3,376,000
Other Donor	372,000
<b>TOTAL</b>	<b>\$22,850,000</b>

Total Tons: 51,200 MT

+ Through FY-72 only

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DRAFTED BY <i>CE Mettam</i>	OFFICE FFP	PHONE NO. X-88	DATE 3-7-69	APPROVED BY: <i>W Hinton</i>
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AID AND OTHER CLEARANCES  
AADO: *WE Bradford* *WB* PPM: *PT Cox* *PC*

UNCLASSIFIED  
CLASSIFICATION

*PK*

## I. Summary Description

The correlation between proper nutritional levels and good health has been well established. All of the CARE sponsored projects seek to improve the general health level of certain categories of recipients by supplementing their nutritional intake. In the case of the Maternal/Child Program, involving pre-schoolers and pregnant or lactating mothers, primary school children, and other groups of children, the objectives go beyond merely trying to reduce the economic drain caused by transient disease. The program will seek, at the least, to prevent possible permanent physical and/or mental damage caused by lack of adequate diets for this critical group. The program should result in having more children entering school with physical and mental capabilities fully competent to absorb the learning offered.

CARE's School Feeding Program has the three-fold aim of: (1) improving the general health level of primary school children; (2) improving their ability to concentrate and thereby take full advantage of their schooling; (3) improving attendance. Experience has also shown that a school feeding program can markedly improve the ability of pupils to concentrate on their work. In addition, attendance levels have increased substantially where school feeding programs have been commenced. This program can be regarded as continuing the objectives of the Maternal/Child Program by carrying through to an older age group the effort to improve the "quality" of new generations coming from the poorer classes.

There exists a group which does not fit neatly into the category of the CARE Program for pre-schoolers and their mothers nor the School Feeding Program involving primary school children. These are children in non-profit, private boarding schools, orphanages, child health recuperation centers, and summer camps. The poor nutritional level of their regular diets is no better than those children being served by one of the other CARE nutritional programs. Indeed, as concerns the children in the recuperation centers, their diet has been such as to necessitate their institutionalization to recover from all degrees of malnutrition. This program can be regarded as complementing the School Feeding Program and the pre-school program.

For FY-1970 the Mother/Pre-school Program should encompass the distribution of high-protein food supplements to 105,000 pregnant or lactating mothers and their pre-school children. Future years should see further increments in the number of recipients as the

population grows and as administrative channels are opened which will allow the program to reach further into rural areas. The most immediate growth in the number of recipients is expected in the more urbanized areas. Distributions will be effected through existing health clinics, day-care centers, rural social-worker units, and other such government entities. Efforts will be made to find or create new distribution centers with emphasis on centers which provide prepared foods or full meals. Centers offering full meals will receive milk powder, CSM, Bread Flour, and Oil. Centers distributing dry rations will receive for distribution only milk and CSM.

The School Feeding Program in FY-70 will encompass the distribution of Milk powder and CSM, to more than 3,500 schools serving approximately 400,000 primary and pre-primary school children. Approximately 230,000 of these students will also receive a bun made from flour and oil. The program should grow at a rate of about 2% or 3% a year.

The other Child Feeding Program will distribute in FY-70 milk powder, CSM, flour, and Vegetable Oil to some 20,000 children in non-profit private boarding schools, orphanages, child health recuperation centers and summer camps. The program will encompass 4,000 in boarding schools, 800 in orphanages, 11,400 in health recuperation centers and 22,800 in two month summer camps. ~~\*\*\*~~

The costs of all distribution and administration, including warehousing, inland freight, port charges, handling, frankage, and administrative and supervisory personnel, will be borne by the Guatemalan Government. Warehousing costs include 22 regional warehouses and a master warehouse in Guatemala City. The yearly rental value of this space is estimated at \$20,000,00. Inland freight costs in 1967 actually cost \$97,000,00. For FY-70 the inland freight bill is expected to pass \$125,000,00. Handling charges for the movement of the commodities at various stages in the distribution process are paid by both the national government and municipal governments. Handling charges come to over \$5,000 a year. Postage and telegraph frankage for administrative use in the various programs has an estimated value of \$1,300 per year. Port charges are also paid by the national government. The actual 1967 bills for port use came to \$37,380. This will increase as the programs increase. In addition, the following host government personnel are directly assigned to various functions in the Maternal/Child Feeding program.

- 80 School Supervisors
- 22 Warehousemen
- 22 Bookkeepers - dispatchers
- 2 Army bakers
- 2 Army cooks (milk liquefaction)
- 4 Army delivery men
- 216 Dry ration distributors & bookkeepers
- 3,500 Milk mizers and snack prepares
- 3,500 School teachers overseeing snack program

GAIE also programs contributions into the various Internal/Child Feeding Programs. In the past such items as baby food, vitamins, chocolate powder, enriched canned milk, applesauce, prepared desserts and plastic bags for re-bagging dr. rations have been used in one or more of the programs. Similar donations will be included in these programs in the future.

An additional contribution made to the School Feeding Program by the host country is the contribution of the children. A contribution of 1.00 for the entire school term is authorized by the Ministry of Education. It is estimated that approximately 30% of the participating children do not make this contribution for one reason or another. This leaves approximately 280,000 children contributing \$280,000.00 to the program in FY-70.

A Tabular breakdown of Financial Inputs is attached.

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Table 1

UNCLASSIFIED, PROJECT FUNDING (OPERATIONS IN \$'000)

Page 2 only

CASE - MATERIAL/COMMODITIES

Fiscal Year	AF- controlled Local Currency		Other Cash Contribution Cooperating Country	Other Donor Funds (\$ Equiv.)	Food for Freedom Commodities		
	Country owned	Country owned			Tetric Tons (000)	CCC value & Freight (\$ 000)	World Market price (\$ 000)
Prior through Act. FY-68			\$1,551.5	\$243.	22.5	\$8,516.	\$6,013
Oper. FY-69			434.1	48.	5.1	1,944	1,657
Fudg. FY-70			447.8	27.	7.4	2,681	2,275
B + 1 FY-71			400.3	27.	7.9	2,909	2,470
B + 2 FY-72			473.3	27.	8.3	3,061	2,599
Total Site			\$3,307.0	372.	51.2	\$19,111	15,014

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## II. Setting or Environment

Precise data on the prevalence of malnutrition in Guatemala is not available. That all degrees of malnutrition are present in abundance is obvious to regular visitors to health centers, hospitals, and remote rural schools throughout the country. Every regional hospital has its full quota of infants in states of 2nd. and 3rd. degree malnutrition. A classic low-protein, high-starch diet exists among the poor of Guatemala. Indeed the nutritional problems of all of Central America are such as to warrant its own nutritional research institution, ICAI.

The need to improve the nutritional intake of Guatemalans is clear. The most immediate method of doing this is to give the needed foods to those groups which will benefit most by improved nutrition. Coupled with this must be a large scale educational effort designed to get mothers to take full advantage of the variety of foods now available to families with meagre budgets.

Since these programs' inception no noticeable impact upon the country's production and price structure has been observed.

## III. Strategy

The objectives of these programs, as previously stated, are to promote improved nutrition and education levels of Guatemalan children by supplementing their diets.

For the immediate fiscal year it is planned to reach 105,000 preschoolers and their mothers on a regular basis. This group has common association with only one set of government institutions health institutions. Therefore, it is through the health institutions, clinics, dispensaries, hospitals, sanatoriums, mobile health units, etc., that the primary effort to reach needy preschoolers and their mothers is being made. Other channels are also used; government day-care centers or nurseries, private charity groups, etc.

The Ministry of Public Health gives its full support to preschool feeding program as well as to the institutional feeding program which involves mostly hospitals. The Ministry of Public Health's budget pays for all internal transportation costs and administrative costs of the maternal/pre-schooler program. This includes all the costs of the program. Ministry of Health personnel are responsible for the actual distribution of foods to the final

beneficiaries and for storing the foods and keeping records on the distributions. The need for these nutritional programs is well recognized at all levels of the Ministry.

During FY-70 the School Feeding Program is calculated to reach 400,000 children in this group on a regular basis eight months of the year. The food will be served to the children at their schools in prepared form. The Ministry of Education gives its full support to this program. It has made the school snack mandatory for all national schools and optional for ready private schools under the control of Ministry school supervisors. Ministry school supervisors are responsible for the proper functioning of the program in their respective districts. Many school supervisors maintain regional warehouses. All supervisors are responsible for submitting to OMB exact reports on all commodity movements within their districts.

The costs of the School Feeding Program (internal transportation, warehousing, administration, and supervision) are paid out of the Ministry of Education's budget and the Ministry of Defense's budget.

Twenty thousand children in the "Other Child" category will be served during FY-70 on a regular basis twelve months of the year. Except for summer camp children, who will be fed during a two-month period. The food will be served to the children at their institutions in prepared form. The Ministries of Education, Public Health, and Defense give their full support to this program.

The private boarding schools included in this program are approved by the Ministry of Education and Ministry of Education personnel also dispatch foods to them. The Child Health Recuperation Centers are dependencies of the Ministry of Public Health and Public Health doctors attend the children of most of the orphanages. The summer camps are supported by various Government entities including the three ministries mentioned here. The costs entailed by the program (internal transportation, warehousing, administration, and supervision) are paid out of the budgets of the Ministries of Public Health, Education, and Defense. Many school supervisors maintain regional warehouses. All supervisors are responsible for submitting to OMB exact reports on all commodity movements within their districts.

#### Annex of Budgets, Results, and Outputs

Little if any foods will be needed to support this program until: (1) local sources of supply for equivalent foods are sufficient as to

permit the Guatemalan Government to buy the needed foods locally, and (2) the government budget is large enough to finance such local purchases in addition to the administrative costs. It is difficult to see these conditions being met in the near future. Thus, it is thought that the present project will continue at least at current levels and most probably with yearly increases varying from 2 to 3% for the School and Other Child Feeding Program to 10% to 15% increases for several years in the Maternal/Pre-schooler feeding program.

Discussions are now in progress with the Government of Guatemala and certain entities in the private sector (private fincas and the United Fruit Company) regarding the possibility of getting locally available foods included in the School Feeding Program. On a pilot program basis, involving perhaps only a few departments or municipios at first, it is contemplated to have such things as bananas, sugar and cocoa bought or donated by local sources for use in the feeding program. Greater participation is also being sought by finca owners who are responsible for schools on their property. Where possible, an effort will be made to have the snack expanded into a full meal with meat and vegetables. While no concrete results have been achieved with through efforts yet, some success is hoped for during 1969. However, the magnitude of such additional inputs cannot be estimated at this time.

7. Course of Action

Planning on the basis of experience gained with current projects, CARE will request foods in quantities which it deems it can effectively program during the following year. The foods will be selected on the basis of their nutritional value, local acceptability, and the "shelf-life" in various climates. CARE will be responsible for the foods upon arrival at the designed Guatemalan Port.

CARE operations are carried out under a bi-lateral agreement called a "Basic Agreement" signed on December 16, 1958. An annual contract is signed between CARE and the Government of Guatemala covering the terms and conditions of that year's program. The Ministry of Health is the specific counterpart signatory responsible for the Maternal/Child Program.

The CARE/GOG agreement provides for:

- c. All expenses for the distribution of commodities received under Title II includes port charges, wharfage, inland transportation, warehousing, etc.

- a. Duty free entry of Title II and other relief supplies.
- b. For freedom of action that will permit the distribution and recipient agencies to carry out their supervisory responsibilities.
- c. For maximum protection under the law of all commodities and acknowledgement of Government of Guatemala's ultimate responsibility to assure proper utilization of same.
- d. That expenditures for foods for needy persons made by the host government will not be reduced as a result of their receipt of Title II foods.
- e. That recipients (other than children who participate in the payment for school snacks) will not be required to pay for Title II foods.
- f. That the host government and/or the recipient agencies will permit reviews, inspection of foods in storage, examination of records relating to Title II foods, and audits and end-use checks by United States Government and distributing agency personnel concerned.
- h. For the release of adequate and appropriate program publicity as to the source of the foods.

The programs will be country-wide operating in all the departments of Guatemala.

The costs incurred by all three programs, for storage, transportation, and distribution of commodities from warehouse to schools and institutions are borne by the Government of Guatemala. CARE maintains supervision over 24 warehouses operated by the Military (Acción Cívica) and Education offices in each department of Guatemala. All commodities are transported from two ports to these warehouses via local trains in nine departments and Atlántida Truck Line (semi-governmentally operated and financed) to the other thirteen departments and to one department by Guatemalan Air Force planes. In the city of Guatemala, CARE owned and operated vehicles deliver all the foods from its central warehouse to the schools located in Guatemala City ~~and~~ department. Deliveries are also made to hospitals and institutions in these areas by CAM, if transportation cannot be provided by these institutions.

CARE has taken steps to coordinate programming of commodities with the Catholic Relief Services in Guatemala, so as to avoid duplication of distributions. Beneficiary lists are checked in the distribution centers and requests for new programs from Catholic groups are always cleared through Catholic Relief Services before being considered by CARE. There are no other relief agencies in Guatemala which receive Title II foods.

As the commodities arrive in the ports, they are checked by a CARE representative to determine damages or shortlandings. The damaged commodities are reconstituted in the port. This count is checked with the Surveyor and Customs counts for accuracy. A verification report of commodities arrived is provided by Customs. The commodities are then shipped by commercial truck or railroad to the department warehouses. Each warehouse has a warehouse inventory book and checks arrivals against the carrier's transportation receipts.

Every dispatch made to a warehouse is authorized by a dispatch order called a "comprobante" which is made out by the CARE office. These are numbered in sequence and contain information on commodity, quantity, type of transport, licence plate, name of driver, date etc. This also serves as a delivery receipt to be signed and returned to CARE.

Every pick-up by any health center, boarding schools, health recuperation center, orphanage, or summer camp from a field warehouse must be made only on the basis of this end-receipt. Only the CARE office issues these end-receipts. Upon signing the warehousemen's copy of the receipt, the recipient takes possession of the commodities.

In the case of schools, another control form is used, called the "Recibo de Entrega de Alimentos", which acts as the end-receipt.

This allocation form is made out by Education District Supervisors and represents an order for the school director to pick-up his allocated commodities at his area warehouse. Every pick-up by any school or health institution from a field warehouse must be made only on the basis of this end-receipt. Upon signing the warehouseman's copy of the receipt, the recipient takes possession of the commodities.

Both the Government of Guatemala and CARE have permitted and will continue to permit the right to review and audit all transactions made by CARE in pursuance of its program in Guatemala. The Government

of Guatemala and CARE's auditors also make periodic checks. These audits permit the review of programs at every level of our operations, such as control records, inspection of food in storage, etc., and includes the right to audit funds collected from children participating in school lunch programs.

All losses of Title II commodities incurred from time of port of entry until final distribution are recorded in the following manner: Independent surveys are made, as well as Customs clearance reports and a count made by a CARE representative. Damages and shortlandings are then verified and documented evidence is sent to CARE's New York office for handling with the carrier, if the claim involved a marine loss. Losses incurred at Customs, or resulting from internal shipping are documented by Customs dispatch order, truck or railroad delivery receipts. Letters of protest, and all attached documents are combined to make a loss report, which is sent to CARE New York headquarters. These interior losses are collected directly from the third parties in Guatemala. All uncollectable interior losses are covered by the Guatemalan Ministry of Finance at the final accounting the end of the fiscal year.

Offloading facilities at the ports (Puerto Barrios, Champerico, and occasionally Matías de Galvez are adequate to handle foods required in the CARE proposed program. The Government of Guatemala permits the duty free entry of all Title II commodities used in the CARE programs.