

PROJECT EVALUATION SUMMARY

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1. Mission or AID/W Office Name USAID/Costa Rica			2. Project Number 515-11-199-122		
3. Project Title Agriculture and Natural Resources (Technical Support)					
4. Key Project Dates (Fiscal Years)			5. Total U.S. Funding - Life of Project		
a. Project Agreement Signed FY75		b. Final Obligation FY76	c. Final Input Delivered	FY78	
6. Evaluation Number as listed in Eval. Schedule ---			7. Period Covered by this Evaluation From: 5/75 To: 5/77		8. Date of this Evaluation Review May 19, 1977
			Month/year	Month/year	Month/year
9. Action Decisions Reached at Evaluation Review, including items needing further study (Note--This list does <u>not</u> constitute an action request to AID/W. Use telegrams, airgrams, SPARS, etc., for action)			10. Officer or Unit responsible for follow-up		11. Date action to be completed
(1) Mission increase its efforts to use Loan 025 funds to develop an evaluation plan for the agriculture sector			(1) Rural Development Office		(1) Continuing
(2) AID/W approve Basic Needs Information System Project (FY79) as follow-on to Target Man Profile financed in Project 122			(2) LA/DR		(2) PID approval 6/77
(3) With exception of USDA/PASA, project should terminate on 6/30/77			(3) Rural Development Office/ Program Office		(3) 6/30/77

12. Signatures:

Project Officer		Mission or AID/W Office Director	
Signature	<i>James E. Hawes</i>	Signature	<i>Joe J. Sconce</i>
Typed Name	James E. Hawes Rural Development Officer	Typed Name	Joe J. Sconce A.I.D. Affairs Officer
Date	May 20, 1977	Date	May 20, 1977

## EVALUATION REPORT

### AGRICULTURE AND NATURAL RESOURCES (515-122)

#### I. BACKGROUND AND PROJECT DESCRIPTION

This project was designed as follow-on to the Agricultural Development Project (515-038) which financed grant technical assistance in support of the Mission's loan-financed Agricultural Development Program (515-L-022).

In May 1975, the Mission submitted a new Project Paper outlining technical support activities to be financed by the Agriculture and Natural Resources Project. According to this PROP, funds would be used to develop an Agricultural Information Package and to conduct a Nutrition Sector Assessment. In addition, support activities previously covered under Project 038 were shifted to Project 122.

The Agricultural Information Package was designed in four components:

- (1) Target Man Profile: To develop a profile of the characteristics and resources of the rural poor through special tabulations of the 1973 Censuses of Population, Agriculture, and Housing.
- (2) Rural Development Program Evaluation/Assessment: "To devise techniques to measure this impact program impact while continuing direct evaluation of stated project purposes. Evaluation activities under this section will be loan funded, out of the \$200,000 available under Loan 025 and will be carried out during the next three years."
- (3) Progress Measurement Data: "To design an area frame sample and questionnaire in such a way as to obtain reliable information on the rural poor each year in order to assess the progress being made by rural development programs in general."
- (4) Special Studies: To finance miscellaneous studies on such questions as the role of women in rural development; impact of credit on small farmers' production decisions; and effects of Government price policies on small farmer income.

The Nutrition Sector Assessment was designed to analyze and interpret available data on current nutritional status and major nutritional determinants; to evaluate on-going programs to determine their costs and effectiveness; and to identify future needs for analysis, planning, evaluation, research, and training.

## II. EVALUATION FINDINGS

Because the project was designed as a technical support project with no independent purpose or goal of its own and because the original PROP covers only specific activities requested for FY75, it is difficult to determine targets or to evaluate project progress. Therefore, we will instead look at the above project components in relation to the draft scopes of work attached to the May 1975 PROP.

### A. Agricultural Information Package

#### (1) Target Man Profile

As originally envisaged the Target Man Profile was to be done in two phases. The first phase was to (a) analyze the 1973 Census to determine the characteristics of the rural poor and to delineate sub-groups among the poor; (b) analyze changes in the characteristics, conditions, and resources of the poor, 1963-1973; (c) describe and analyze economic and agricultural activities of the poor; and (d) project the number, income, and resource base of the poor in 1983. The second phase was designed to (a) describe and analyze additional conditions and characteristics; (b) to describe and analyze components of rural poor attitudes, aspirations, and voluntary organization participation; and (c) describe and analyze communication networks between the rural poor and government agencies.

Per its request in the 1975 PROP, the Mission received \$80,000 to contract for the first phase of the Target Man Profile. The Mission contracted with the local consulting firm "La Academia de Centro América." Academia developed the study methodology; contracted with the Latin American Data Center of the University of Florida to design a program, match family data from the three 1973 censuses, and tabulate the data; and prepared the final analytic report.

Following a series of technical difficulties, the University of Florida produced the required national-provincial-canton-district level tabulations in late summer 1976. Academia published the national-provincial level data in October 1976, followed by its analysis of the data in a study titled La Pobreza en Costa Rica in January 1977. The study outlines the methodology used in the analysis, including the techniques used to impute non-salary income, and identifies the Costa Rican population which falls below AID/W's poverty benchmark of \$150 per capita income in 1969 prices.

The study divides the poor into urban and rural and farm and non-farm categories, and shows the geographic concentration of poverty by province. Per its agreement with AID, the study also identified

the demographic and social characteristics of poverty; the economic characteristics of poverty -- employment, land-use, source of income; and the impact of public expenditures -- literacy, school attendance, state of housing, existence of water and electricity.

Referring back to the four outputs originally planned for Phase I of the Target Man Profile, the analysis of the 1973 Census (a) and the description of the economic and agricultural activities of the poor (c) were completed. However, due to the difficulties of matching the three 1973 censuses and the non-comparability of the 1963 data, the Mission decided to drop its earlier objective of analyzing changes between 1963 and 1973 (b). Also, because it felt that the results would not be statistically valid, the Mission decided to abandon any attempt to project poverty levels for 1983.

While the outputs were reduced from what was originally planned, the Mission feels that the Target Man Profile has met its original objectives and that it has provided the Mission and the Government of Costa Rica with valuable benchmark information for future program development and evaluation. Rather than enter into Phase II as originally planned, the Mission is proposing a new FY79 project, Basic Needs Information System, which will build upon the Target Man Profile and provide new and more detailed analysis of poverty in Costa Rica. Also, this planned system will develop a system for monitoring changes in poverty over time.

(2) Rural Development Program Evaluation/Assessment

As originally envisaged, this component of the project was to be financed by Loan 025. At present, none of the \$200,000 allocated to the CAN for planning and evaluation studies has been disbursed. A minimal amount (\$8,400) has, however, been committed for local technical assistance to improve planning and program capabilities in the seven regional agricultural centers and seventeen cantonal centers.

Plans still need to be developed for use of the remaining loan funds.

As part of its desire to improve evaluation of rural development activities, the Mission financed through Project 122 (\$36,200) an Agriculture Capital Project Analysis Course during Summer 1976. This 4 week course trained 25 officials from the Ministry of Agriculture, INFOCOOP, ITCO, CNP, OPIPLAN, National Banking System, ICE, IFAM, and the Ministry of Health in methodologies used to determine the feasibility of rural development projects.

The Mission does not yet feel that it has fulfilled the objectives stated in the May 1975 PROP and will increase its efforts to encourage the Ministry of Agriculture to use the allotted loan funds to develop an evaluation system for the sector.

(3) Progress Measurement Data

As originally envisaged in the PROP, this component was to develop area frame sample techniques to estimate agricultural production and to monitor progress by the rural poor.

A PASA with the U.S. Department of Agriculture (\$33,800) was signed in FY76 to provide the necessary technical assistance.

Services performed to date by USDA Area Frame and Statistician Specialists have resulted in compilation of mosaic maps of the country and selection of one pilot area (Pacífico Seco) for construction of Area Frame Samples. Stratification of the completed mosaics is virtually complete. Questionnaires are presently in preparation for use in the Pilot Area. While activities have been underway only six months, performance of USDA and GOCR Bureau of Statistics personnel has been good. There is need to continue and complete activities in the pilot area as well as to expand it to other areas once the methodologies are perfected.

USAID envisages the need to extend the PASA Agreement for another year. Activities which have only begun should be continued for an adequate period of time to ensure that GOCR will be able to continue Area Frame Sample information gathering with its own resources or with only minimum assistance from USAID. USDA is preparing a plan for the next year's activities, scheduling the work to correspond with remaining available funds in Project 122.

(4) Special Studies

As originally envisaged, this component of the project was to finance miscellaneous studies dealing with agriculture and rural development. No funds were requested for FY75 and no funds were allocated in subsequent years. Hence, no activities have taken place.

B. Nutrition Sector Assessment

This component of the project was originally intended to be done in three phases: (1) an analysis of nutritional status and causal factors and identification of target group; (2) an evaluation of on-going and proposed nutrition programs, including their costs and effectiveness; and (3) identification of future needs for analysis, planning, evaluation, research, and training.

During FY75 and 76, \$45,000 was obligated for consultants to conduct the Nutrition Assessment and for computer time to process the cross-tabulations on causal factors relating to nutrition.

The Assessment was based on a Nutrition Survey done by the Ministry of Health in January-February 1975, comparing results to the 1966 INCAP survey of the same communities. The survey included anthropometric, hemoglobin, lactation, and food consumption data. These factors were used for direct measurement of malnutrition which was then compared to socio-economic variables from the 1973 census to determine causal relationships. All of these indicators were tabulated at the district, regional, and national level. Profile tables were prepared for each of the forty-one communities surveyed.

The Nutrition Assessment also analyzed food balances in Costa Rica, showing that the country produces a surplus of nutrients. Food balances were computed on a district level and compared to the nutritional status data.

Per the original Scope of Work, the Assessment also described past and present nutrition programs in the country; defined the major Target Groups as determined by the GOCR and the different interventions which would be geared toward different groups; and described the need for external assistance.

The Nutrition Assessment provided valuable information for the GOCR and AID. The Report has been widely circulated within Costa Rica. Reactions have been favorable and AID has been thanked for its role in the assessment. It has also shown AID the importance of its potential role in providing information to the Government -- i.e., information which can then be used to formulate new Government policies. As a result AID has made this role an important part of its new program strategy.

The Mission feels that this component of the project has been successfully completed.

C. Carry-On Activities from Project 515-038

In addition to the above planned activities, this project has been used to provide additional funds for various technical assistance activities begun in Project 038. These include:

- (1) \$50,000 for contract services from Servicios Técnicos del Caribe "to assist the Mission in improving and monitoring the functions of the MAG Planning Office." (1 LT technician).

- (2) \$30,000 for contract services from Cal Poly to "enhance the Mission's capability for overseeing the implementation of the projects-by-campaign program." (1 LT technician).
- (3) \$20,000 for contract services from the University of Florida to "(a) work with the food-technology laboratory in the University of Costa Rica in developing processes for new varieties of vegetable legumes to be introduced as alternatives to the black bean and in developing the processing of oil derived from these types of legumes (e.g., soybeans and cowpeas) and (b) develop food technology packages for edible legumes and foods with high carbohydrate content such as yuca, potatoes, and sorghum."
- (4) \$50,000 for contract services from Michigan State University to assist the National Marketing Council.
- (5) \$10,000 for contract services with Neal Allan Byrd to assist Coopefruta R.L. in Quepos in developing markets for annatto produced by cooperative members. First year activities for annatto have been successful and efforts are being expanded to lead to a possible extraction plant and diversification into other high value spice and oil crops in later years.

USAID considers that activities (1) through (3) have been performed satisfactorily to meet performance standards and expected objectives. The performance of Michigan State University (4) was outstanding, exceeding anticipated achievement of objectives. The principal activity under (4) was the training of PIMA personnel in marketing systems. Some of the personnel formerly in PIMA are now working in IFAM and in OPSA. They have developed a plan for a national wholesale market which has been approved for financing by CABEI. Personnel of OPSA formerly in PIMA are currently concentrating on other market interventions by the public sector to improve the overall marketing sub-sector and systems within it. USAID grant resources are expected to be employed in FY78 to strengthen GOCR efforts to focus on further marketing interventions.

### III. RECOMMENDATIONS

Because the project is terminating, the Mission has only four recommendations:

- (1) That the Mission increase its efforts to use Loan 025 funds to develop an evaluation plan for the agriculture sector;
- (2) That AID/W approve the proposed FY79 Basic Needs Information System Project so that momentum from the Target Man Profile (Academia's La Pobreza en Costa Rica) can be captured to develop a more complete understanding of poverty in Costa Rica and to design a longer-term monitoring system;
- (3) That the Mission no longer use basket Technical Support projects such as Project 122, but rather build such costs into its major loan/grant projects and use PD&S funds for special ad hoc requirements; and
- (4) That with the exception of the USDA/PASA in Progress Measurement Data, the project terminate as scheduled on 6/30/77.

IV. FINANCIAL SUMMARY

Obligations between 3/01/75 and 9/30/76 were as follows:

U.S. Personnel	\$251,000
Local Personnel	106,000
Participants	18,000
Commodities	17,000
Other Costs	<u>29,000</u>
	\$421,000

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