

**AIRGRAM**

**DEPARTMENT OF STATE**

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DATE SENT

MAY 14, 1976

FROM . LIMA

SUBJECT . Evaluation for School Lunch Project  
Grant No. 527-15-560-001

REFERENCE . TOAID A-100, dated December 11, 1975

1. Attached are two copies of the Project Completion Report for the School Lunch Program (Grant No. 527-15-560-001).

2. Reference airgram indicated that the FY-76 evaluation of subject project would consist of a PAR submission. However, since all scheduled activities under the project, including the CARE contract, are completed, the Mission is submitting a Project Completion Report in lieu of a PAR.

DEAN

PRM (FILMS)  
FFD

Development Information Center  
Bureau for Development  
Agency for International Development  
Washington, D.C. 20523

A.I.D.  
Reference Center  
(Room 700)

Attachments: a/s

PAGE 1 OF 1

DRAFTED BY  Louis F. Macary:bfs	OFFICE PRM	PROJECT NO. 151	DATE 5/12/76	APPROVED BY: AD:GGower 
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AID AND OTHER CLEARANCES

FFD:J. Rodríguez-A

UNCLASSIFIED  
CLASSIFICATION

May, 1976

ATTACHMENT TO TOAID A-\_\_\_\_\_

PROJECT COMPLETION REPORT

School Lunch Project  
(Grant No. 527-15-560-001)

I. INTRODUCTION

The bulk of AID assistance under Grant No. 527-15-560-001, was provided to fund a contract with CARE to extend technical assistance to the GOP's School Lunch Program. Some of the project funds (outside of the CARE contract) were made available to finance limited complementary activities including training, seminars, demonstrations and didactic materials. Total obligations during the two year project life amounted to \$214,000. All funds for the CARE contract have been expended with completion of the contractor's assignment early in 1976. A small balance of approximately \$20,000 remains under the project. It is planned that these funds will be utilized shortly for an in-country national level School Lunch seminar and a comprehensive evaluation of the School Lunch Program.

This evaluation primarily focuses on the CARE contract which constituted the main thrust of project activities. No attempt is made herein to evaluate the PL 480 Title II assisted School Lunch Feeding Program per se.

II. PROJECT OR SECTOR GOAL

AID assistance provided under Grant No. 527-15-560-001 was designed to contribute to the basic goal of the GOP School Lunch Program, i.e., to improve the nutritional well-being of school age children.

III. PROJECT PURPOSE

The purpose of the AID supported School Lunch Project as stated in the Project Agreement signed on February 7, 1974 was, "the improvement and development of (GOP) institutional capacity to implement an effective, integrated School Lunch program."

IV. PROJECT STRATEGY

The project Purpose was to be achieved by a strategy which included the following inputs:

1. Technical Assistance - the major portion of the project funds was provided for a contract between CARE and the GOP.
2. Training of School Lunch personnel.

3. Promotional efforts to stimulate community participation and increased awareness of the National School Lunch Program (PNE).
4. Seminars to increase competence of voluntary agency and other personnel engaged in national feeding programs.
5. Small amounts of nutrition education material.

The CARE contract had as its general objective (as stated in the contract) "the improvement of the nutritional condition of the children participating in the PNE." This corresponded directly with the overall purpose of the School Lunch Grant Project and was to be accomplished through:

1. An evaluation of the PNE at all levels.
2. Suggesting changes in the PNE operational systems based on the above evaluation.
3. Promotional activities, including stimulation of the use of local foods.

#### V. BACKGROUND

The USAID and the GCF have cooperated since 1961 in a National School Lunch Program (PNE). USAID's contribution consisted of donated PL 480 Title II commodities. As the Program expanded and became more of a GOP operation it became increasingly evident that there were certain deficiencies in GOP administrative and technical capabilities. Inspections by USAID Food for Peace staff as well as audits conducted showed that, in general, the program administration was unwieldy. Specifically, the program was structurally weak with diffused responsibilities which were neither clearly defined nor understood. Lack of adequate funds from the GOP for program administration and operation was also contributing to program weaknesses and increased commodity losses. Furthermore, inadequate program administration at the national level made itself felt throughout the entire program.

The Ministry of Health, as part of an effort to improve the PNE program decided to undertake the service of a U.S. organization experienced in the administration and implementation of national school lunch programs. The organization selected for this contract was CARE, since the GOP felt CARE best met the necessary requisites and was also conversant with U.S. Government regulations relating to PL 480 Title II donations. USAID agreed to provide funds for the financing of this contract.

Accordingly, the Ministry of Health and CARE signed a contract, with work beginning in January 1974 and continuing for two years. The contract called for CARE to review the PAE, formulate a plan to solve the problems encountered through personnel training programs, and to make suggested changes in PAE's operational systems. A full-time School Lunch Program specialist was provided under the contract for a period of two years. Additionally, the contract provided the services of Peruvian experts in administration and bookkeeping as well as the part-time services of nutritionists and nutrition educators.

## VI. OUTPUTS AND ACCOMPLISHMENTS

### 1. Training, Demonstrations and Seminars

Under the CARE contract training activities included nutrition education courses given by CARE nutritionists to PAE regional personnel. There were 16 such courses lasting from 2 to 18 days in length, at which some 2,082 people participated. Also, under the direction of CARE administrative training was provided to some 2,834 regional supervisory personnel through 51 courses of 3 to 15 days duration. The establishment of a Central Training Unit in Lima, although strongly recommended by CARE, was not established.

Other "training" activities conducted with project funds (but outside the CARE contract) included orientation in the need for improved nutrition, through a series of puppet show presentations. A total of 177 such presentations were made and attended by over 21,000 students and their parents. The feasibility of further utilizing the puppet show technique for nutrition promotion for children is currently under consideration by the Ministry of Health.

In January 1976 a one week joint GOP/USAID sponsored seminar was held which included participation by over 120 representatives of the voluntary agencies, both Peruvian and foreign. The seminar was open to all voluntary agencies involved in feeding programs, including School Lunch. It complemented well the training courses previously provided under the auspices of the CARE contract. During the seminar, some 20 different items of nutrition instruction for all types of feeding programs in Peru were prepared, discussed and edited. These should be reproduced and distributed shortly.

### 2. Publications and Instructional Material

A new Procedures Manual for administrative personnel at all levels involved in PAE program operations was developed with technical assistance provided under the CARE contract. A school lunch feeding

guide for use by school-level personnel was also prepared and published. Various types of training materials were either purchased or developed and prepared under the direction of the CARE contract. A small amount of audio-visual equipment for instructional purpose was purchased under the contract and is now titled with the PAE.

### 3. Other

CARE has provided the PAE a recommended reorganization of its Central Coordinating Office (OCECO). An organizational chart and an explanation of the proposal form part of the CARE Final Report submitted to the PAE in January 1976. In addition, the CARE Final Report also recommends the establishment of an additional Regional Coordinator position and the evaluation of present coordinators to improve the calibre of people in these positions. Recommendations for changes in budgeting procedures, principally through consolidation of regional and area budgets, as well as more realistic preparation, are also detailed in the Final Report. The report also contains recommendations regarding improved methods of collection and use of funds from the sale of PL 480 Title II commodity containers.

During the past several months since the submission of CARE's Final Report a series of high level meetings, some called by the Deputy to the Minister of Health, have been held in order to improve the School Lunch Program according to the recommendations of the report. While the GOP continues to digest the CARE report and formulate appropriate implementation strategies, these high level meetings have already resulted in certain positive actions, including:

(a) The provision from the national budget of an additional S/.2.5 million\* for the payment of per diem to PAE supervisors during 1976. This is designed to address the problem of inadequate program supervision which was highlighted in CARE's Report.

(b) Additional funds have been requested from the Biennial 1977/78 national budget to further supplement Title II donations.

(c) The Ministry of Health will increase the PAE national supervisory staff during 1976. (Details of this increase are not currently available to USAID.)

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\* At exchange rate of S/.45.00 per US\$1.00, equals approximately \$56,000.

(d) During 1976 a training seminar in administration and School Lunch program operations for PAE personnel from all regions of Peru is planned. This will be the first attempt in several years to conduct a PAE training seminar at the national level. The contents of this national level seminar will be designed to serve as follow-up or refresher training to the administrative training sessions conducted previously under the CARE contract.

(e) A reorganization of PAE has been initiated by establishing a new division (División de Apoyo Alimentario) which includes Applied Nutrition, heretofore a separate MOH Program. The Applied Nutrition Program is primarily concerned with the promotion of school and community gardens for the purpose of improving the nutritional intake of Peruvian children. A substantial part of this effort involves the dissemination of nutrition education. The combining of the activities of this Program with those of the PAE will result in the increased availability of locally produced fresh foods for the School Lunch Program, thus contributing to an improved diet for school children.

(f) Ten nutritionists who used to spend most of their time in other feeding programs i.e., "comedores populares" for adult feeding and in the Applied Nutrition Program have recently been incorporated into the new PAE "División de Apoyo Alimentario." They will now spend the greater part of their time actively participating in the School Feeding Program, including nutrition training and overall program supervision.

(g) The MOH recently has informed the USAID that a full-time agronomist will be hired to assist the PAE in its exploration and development of locally produced foods for school lunch feeding.

(h) The National Food Policy Committee (CONAP) which had been dormant for years will be reactivated shortly. This Committee composed of high level members of the Ministries of Health, Food, and Agriculture is charged with advising on matters of national School Lunch Program policy and reviewing, coordinating and making recommendations with respect to resource inputs from the various GOP sectors.

## VII. MAJOR CONSTRAINTS

The major problems constraining a more rapid achievement of the project purpose have been:

1. Inadequate GOP financial resources. This has hindered proper project supervision, especially in outlying rural areas, due

to financial inadequacies for payment of per diems. As noted in Section VI, however, despite recent across-the-board GOP budgetary austerities, funds are being made available to correct this problem.

2. Lack of continuity of well-qualified project administrators and supervisors at all levels, but especially at the higher level. For example, two National Supervisor positions have been vacant for the past year. Action by the GOP toward addressing major problems has been sporadic and taken generally only when the need is called to their attention by USAID. Few of the recommendations made by CARE were acted upon during the life of the contract. It was only after the contractor had submitted his Final Report (repeating many recommendations that were made over the two-year contract period) that high level GOP program administrators began to take more positive actions.

3. Difficulties and often confusion encountered as a result of a multitude of GOP agencies, ministries and personnel involved in the PAE. For example, commodities are received at the ports and dispatched inland by the Ministry of Food, program planning and supervision is done by the Ministry of Health and actual program operations at the local school level is carried out by personnel of the Ministry of Education. Project coordination is further hindered because of the inability of top level PAE administration to command and direct the resources of other GOP ministries. For example, the 1976 program is being delayed in some areas of the country because the PAE could not themselves arrange to have commodities delivered on time.

#### VIII. CONCLUSION

As a result of this grant project, a considerable amount of training was conducted, often leading to administrative/supervisory improvements in PAE operations. Nevertheless, the PAE is still not without formidable problems, the most critical of which is a general lack of sustained, well-qualified, high level administration and supervision. However, continuity of good program leadership is a problem which plagues many, if not most, GOP institutions. For the time being at least activities aimed at other levels can produce overall positive program results.

In varying degrees the major program constraints outlined in Section VII still persist. It is the opinion of the USAID/FYP officers that the GOP relied on CARE efforts under the contract as

somewhat of a crutch. This was more convenient and less "painful" than the GOP taking full responsibility for organizing seminars, training, developing nutrition education materials, etc. Since the termination of the contract and departure of CARE technicians, there has been an accelerated GOP interest in and role in resolving administrative/supervisory problems of the School Lunch Program.

In general, while many of the recommendations made by CARE have not as yet been adopted, there appears to have been sufficient interest generated that several of the recommendations have been put into effect and others are under active consideration. At any rate, GOP interest and initiatives, especially since the submission of the CARE contract recommendations, have been such that there is a basis for optimism.

While there is reason for optimism, it is nevertheless tempered by the realities of present practices with respect to appointments of high and medium level administrators and supervisors within the GOP bureaucracy. Tenure within the GOP at these levels is often relatively short and interest subsequently often sporadic. The somewhat sudden GOP resurgence of interest which has led to recent positive actions directed at improving PAE administration/management coincides closely with the appointment of a new PAE director. There are still three years remaining before the GOP assumes full responsibility for operation of the School Lunch Program with its own resources. It remains to be seen whether the revised interest of the past several months will endure.

The USAID has informed the MOH of its willingness to assist in undertaking a comprehensive evaluation of the PAE. In the meantime, the GOP understands that USAID's continued close monitoring of PAE program direction will provide the basis for decisions relating to continuation of PL 480 Title II inputs. For the present, indications are supporting of continued assistance.