

**A. REPORTING A.I.D. UNIT:**  
USAID/ES/IRDO  
 (Mission or AID/W Office)  
 (ES# )

**B. WAS EVALUATION SCHEDULED IN CURRENT F. ANNUAL EVALUATION PLAN?**  
 yes  slipped  ad hoc   
 Eval. Plan Submission Date: FY 0

**C. EVALUATION TIMING**  
 Interim  final  ex post  other   
 PD-ABC-084

**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 (or title & date of evaluation report)	First PROAG or equivalent (FY)	Most recent PACD (mo/yr)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)
519-0300	Community Based Integrated	1985	01/90	3,648	3,200

**E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR**

Action(s) Required

- Increase LOP funding by \$426,237 to compensate increased cost of El Carpintero-El Sauce Potable Water Project.
- AIP indicators should be reevaluated to ensure that the focus on CBIRD methodology is not lost by attempting to provide too many services that can not be supported by SCF, existing initiatives should receive adequate follow-up.
- A formal review of compliance with the recommendations of this evaluation should be conducted by the USAID in six months.

Name of officer responsible for Action

Date Action to be Completed

PRJ Office Director

By November 1988

IRD Project Officer/SCF

By January 1988

IRD Project Officer/SCF

By May 1988

(Attach extra sheet if necessary)

**F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION:** mo 08 day 14 yr 87

**G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:**

Signature Typed Name	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
	Leopoldo Reyes	David Rogers (in draft) Date: 11/12/87	Henry Miles (in draft) Date: 11/16/87	Henry Bassford Date: <u>B.S.</u>

Clearances: JNagy, D/IRDO 16 MAR 88 JHeard, AMDO (in draft) PdelBosque, PRJO (in draft)  
RAWitherell, IRDO (in draft) BSchouten, DDIR B.S.

IDENTIFICATION DATA

ACTIONS

APPROVALS

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

The mid-term global evaluation of the Community Based Integrated Rural Development Project, No. 519-0300, was intended to assess progress toward planned outputs in accordance with goals and objectives as described in the Project Grant Agreement and to assess the management and effectiveness of the program.

The Project, implemented by Save the Children Federation, aims to: a) Increase real income of targeted households through small enterprise development, improved agricultural yields, introduction of more efficient farm management and marketing practices, and promotion of new technology; b) Decrease child morbidity and mortality through a comprehensive primary health care program, and increase villagers' opportunities to achieve full physical and intellectual potential through improved access to education, training and recreation services; and c) Create and/or strengthen grass root organizations that can identify and solve local development problems. The analysis of progress toward planned outputs showed that the Project is on target for most indicators. Likewise, the Project has made substantial progress toward most end-of project conditions. This evaluation, which covered the program activities from February 1985 to June 1987, carried out by Rural Development Services Inc., consisted in an Impact Evaluation from the bottom-up which was undertaken by 18 program beneficiaries, and an Institutional Evaluation from the top-down, which was executed by six professionals. 256 interviews were conducted in 28 of the 89 communities covered by SCF in three geographic impact areas.

The major findings and conclusions are:

- \* Under the health sector, there has been a significant improvement in health related conduct by program beneficiaries. The evaluation estimated that of the 11,125 families potentially reachable by the program in the 89 communities currently served, about 76% have actually been positively influenced, or about 8,455 families.
- \* Under the education sector data collected indicate that program activities have definitely had a positive impact in improving access to education. There has been a significant growth in the percentage of rural children in school and adult literacy beneficiaries are running about 1,200 per year.
- \* The production sector was found to be the weakest. Technical assistance is lacking in all agricultural activities. The Demonstration Centers for Appropriate Technology (CDTAs) are conducting many practices incorrectly; these apply to planting distances, fertilization, disease control, weed control, and others. As presently structured and implemented, the CDTAs are not now nor ever will support the production objectives of the OPG. Small farmers are increasing income due to credits and micro-enterprise activities.
- \* The El Carpintero-El Sauce Water Project was estimated 30% completed. A highly organized and participatory project. There are 167 work groups representing about 1,670 participants. The evaluation estimated a real shortfall of U.S. \$426,237 in project budget and recommends that A.I.D. increase the size of the OPG by that amount in order to avoid causing a negative impact in other program sectors.

**I. EVALUATION COSTS**

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (US\$)	Source of Funds OPG
Name	Affiliation			
John Hatch	RDS	182	\$33,562	OPG
Aquiles Lanao	RDS			
Wilber Cornejo	RDS			
Efraín López	RDS			
Carlos Umaña	RDS			
Marcelo Posada	RDS			
2. Mission/Office Professional Staff Person-Days (estimate) <u>5</u>		3. Borrower/Grantee Professional Staff Person-Days (estimate) <u>140</u>		

b

# 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: USAID/ES/IRDO

Date this summary prepared: September 30, 1988

Title and Date of Full Evaluation Report: Second Global Evaluation of the Community Based Integrated Rural Development Program of Save the Children Federation in El Salvaor (OPG No. 519-0300). August 1987.

### 1. Purpose of the activities evaluated.

The Project deals with the problem of the serious decline in the quality of rural life, felt at all levels throughout the country. At the same time the needs are becoming greater, there is also a growing inability on the part of local institutions to respond with the human and material resources. A significant void in management-level personnel exists within the field programs of most major governmental organizations. The result, of course, is a decrease in both quantity and quality of services offered with an attendant drop in impact. Through the Community Based Integrated Rural Development approach, emphasis is placed upon developing the capacity of local people to organize themselves into functional groups. Through these structures, community members determine local priorities, plan projects to meet critical needs, secure resources needed for implementation, and assume management responsibilities including coordination of inputs and accountability for results. Projects eventually encompass the many sectors that have a bearing on the quality of rural life: agriculture, health/nutrition, education, economic development, and public works. Training and technical assistance furnished by Save the Children relates both to the process and substance of achieving sector specific goals. Addressing this problem, the Project aims to: a) increase real income of targeted households through small enterprise development, improved agricultural yields, introduction of more efficient farm management and marketing practices, and promotion of new technologies; b) decrease child morbidity and mortality significantly through a comprehensive primary health care program and increase villagers' opportunities to achieve full physical and intellectual potential through improved access to education, training and recreation services; and c) create and/or strengthen grass root organizations that can identify and solve local development problems. Accordingly the Project goal is to improve the social and economic conditions of low-income households and their children in the three selected impact areas.

### 2. Purpose of the evaluation and methodology used.

The purpose of the evaluation was to assess progress toward planned outputs in accordance with goals and objectives as described in the Project Grant Agreement and to assess the management and effectiveness of the Community Based Integrated Rural Development Project No. 519-0300.

This evaluation, which covered the program activities from February 1985 to June 1987, consisted of an Impact Evaluation from the bottom-up, which was undertaken by 18 program beneficiaries selected by Save the Children field personnel and trained by the Rural Development Services professionals, and an Institutional Evaluation from the top-down carried out by the team provided by Rural Development Services, Inc. The field interviewing carried out by the 18 program beneficiaries, covered 28 communities out of the 89 covered by SCF in the three impact areas, representing a population of about 3,500 families. A total of 256 interviews were conducted, which represents a 7% sample of the beneficiary population reached by the program in the selected villages. The results of this fieldwork were discussed in workshops held in each impact area with community leaders and SCF personnel. These events provided the evaluation team with the opportunity to report not only the results of the impact evaluation, but the

### Institutional Evaluation as well.

For the Institutional Evaluation, the consultants interviewed SCF staff both on a group basis and individually. The primary focus of these encounters was to document program performance against planned targets in the Project Implementation Plan. The secondary focus was to gather information on as many of the items of the scope of work as possible. The professional staff accompanied the Impact Evaluation Team into the villages where the survey was conducted. While family interviews were being conducted by the impact evaluation participants, the professional evaluators conducted interviews with community leaders.

As part of the feedback workshop in each impact area, the evaluators provided a verbal report to SCF staff for those sectors they had been assigned to report. This was followed up by a written report of specific conclusions and recommendations for each impact area.

### 3. Findings and conclusions

The analysis of progress toward planned outputs showed that the Project is on target for most indicators. Likewise the Project has made substantial progress toward most end-of-project conditions. Community participation and satisfaction with SCF activities was documented to be generally high.

The evaluation documented generally poor program compliance with the recommendations of the previous global evaluation of 1986. In contrast, the program's compliance with targets of the Annual Implementation Plan of 1986/7 has been high for the health, education, community banks, and potable water sectors, but poor for the production sector. Progress toward quantifiable targets of reduced infant mortality, illiteracy, malnourishment, and other impact indicators can now be measured, although data are still fragmentary. The evaluation reviewed 63 program actions to improve living conditions among the beneficiary population, of which 45 were classified as high priority interventions and 18 as complimentary. Only 11 of the 63 actions were judged to be implemented with high effectiveness and 8 more with moderate effectiveness; this leaves 44 actions judged to be implemented with low effectiveness, in most cases because they have low levels of compliance with AIP targets or because they have only been conducted in a single impact area. These results suggest that the SCF program has strayed from its central focus or the CBIRD methodology and diluted its effectiveness by trying to implement too broad a range of services. SCF has showed much greater strength at the promotion of new projects or services than the follow-up of existing initiatives. SCF is strongly encouraged to focus on the growth path of community self-development, identifying the characteristics of assisted communities as they advance from initial through advanced self-development and eventually "graduate" from the program.

- Program supervision should be improved, it was found to be deficient, with visits from the central office tending to be too infrequent, improvised, and rarely reaching as far as the community level.
- A number of staffing problems must be resolved, including the National Director being shared between two countries. (In a recent field trip carried out by the Project Officer, it was found that SCF has taken actions to improve field supervision. In particular a Deputy Program Manager has been appointed, who will reside in each impact area for specific periods, to provide technical assistance. The SCF Program Manager, who also participated in the field trip, informed that the vacancies for the Production Advisor and Sectoral Specialists are now filled.)

### 4. Principal Recommendations

Recommendation No. 1: SCF should give renewed attention to the recommendations of the 1986 evaluation. Those meriting greatest effort are 1, 2, 3, 6, 8, 9, 10 and 18 (See Annex A of the Evaluation Report)

Recommendation No. 5: Once refined and integrated with its present typification, the above community-growth path system should be integrated into the AIP process. The performance of

impact area offices and even individual staff members would now be based, at least in part, on their success in "graduating" assisted communities from C to B to A and finally independent status. Impact area offices should also be graded on the extent to which they are successful in utilizing the leadership of more advanced communities in the training and supervision of less developed communities.

Recommendation No. 8 In the AIP, every sector of every impact area office should carefully program what leadership training activities it plans to conduct. Indicator should specify between 1) initial training and 2) follow-up training.

Recommendation No. 16 A.I.D. should increase the size of the OPG by the amount of expected budget shortfall, i.e. by \$426,237.00.

Recommendation No. 21 Going beyond diagnosis of malnutrition, it is necessary to help communities design a series of immediate action steps to rescue malnourished children.

Recommendation No. 33 Performance indicators should go beyond number of participants to measure qualitative results of education activities, e.g. No. of literacy circle graduates (able to read and write).

Recommendation No. 39 A registry of literacy graduates is needed. It should specify (1) graduation date, (2) name of teacher, (3) location of the circle, and (4) names of graduates.

Recommendation No. 43 In all crop trials at the CDTAs, it is urgent to stress that farm management record-keeping be conducted to accurately measure costs, yields, and income.

Recommendation No. 44 In the planning of crop trials at the CDTAs it is necessary to emphasize crops of demonstrable profitability, and which will also allow the CDTAs to become self-financing. This means some, if not all crops, should be planted on as close to commercial scale as possible.

Recommendation No. 46 To be effective replicators of technology, Production Sector Volunteers must participate in all stages of its development to fully understand and explain its rationale. This includes (1) the study of local production potentials, (2) choice and planning of specific crop projects, (3) systematic participation in land preparation, planting, cultivation, and harvesting stages, (4) complete crop record-keeping, and (5) design of a replication strategy.

#### 5. Lessons Learned

The central focus of the Community Based Integrated Rural Development (CBIRD) methodology has been lost in many of project services and activities that are not logically integrated into an over-arching strategy of promoting community self-development. The central job of SCF should be to work itself out of a job. Its central activity should be to train others to conduct the work autonomously, so SCF can move on to assist new communities. The original CBIRD methodology remains viable in El Salvador, as does the focus on participation and community self-development. But the success or failure of the SCF program will ultimately depend on how intensively SCF focuses its personnel and material resources on training community leaders. In this regard, the Community Development Committees are doomed as the central organizing concept for mobilizing community participation, unless SCF provides their leaders with the necessary skills to make these committees dynamic and indispensable to the community development process.

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

- 1) Evaluation Report.
- 2) Terms of Reference.

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

The evaluation complies with the scope of work and has pointed out achievements and weakness of the program providing necessary recommendations to achieve the goal and purpose of the Project.

A briefing was presented to USAID and SCF personnel by the contractor before the initial presentation of the written evaluation. The substance and spirit of the briefing was highly inconsistent with the written evaluation. During the briefing the Contractor talked very favorably of SCF, to such an extent that no constructive criticism was provided for discussion. In contrast, the written evaluation contains caustic remarks which are disruptive of what is hoped to be an unbiased presentation.

The Mission noted that SCF has been trying to cover too broad a range of activities. As a result, some of these activities have not been managed well. The Mission is particularly concerned where productive projects have not done well. Compliance with the recommendations covering these weaknesses will be closely followed and evaluated.

7



**RDS**

**Rural Development Services, Inc.**

AID  
XD-ABC-084-A

SECOND GLOBAL EVALUATION OF:

The Community-Based Integrated Rural Development Program

of Save the Children Federation in El Salvador

(CPG NO. 519-0300)

By

A Team of 18 Program Beneficiaries &  
6 Professional Consultants Provided By  
Rural Development Services, Inc.

August 1987

## A C K N O W L E D G E M E N T

In conducting this evaluation, Rural Development Services was privileged to work with many outstanding people. The evaluation team itself was a blend of consultants recruited by RDS and Save The Children Foundation. Consisting of two Peruvians, two Salvadoreans, one Guatemalan, and one American, the evaluators grew together and gave life to a shared vision --to leave behind a precedent and three teams of program beneficiaries trained in participatory evaluation.

To the 18 program beneficiaries who implemented the impact evaluation, RDS wishes to acknowledge their infinite dedication and patience in learning skills that were entirely new to them, their courage and sacrifice in conducting 256 interviews in 29 communities, and their effective participation in tabulating and analyzing the final results.

To the dozens of SCF personnel we met and worked with during six weeks in El Salvador, RDS wishes to communicate its sincere gratitude--for their many gifts of sincerity, friendship, hospitality, and logistical support.

Finally, to the hundreds of rural families and community leaders who patiently answered the questions of this evaluation, not only RDS but SCF owes them a great debt of gratitude. We are confident the conclusions and recommendations of the evaluation will strengthen the quality of the program, and this will benefit all program beneficiaries.

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TABLE OF CONTENTS

Page

I. <u>Executive Summary</u>	
II. <u>Methodological Overview</u>	3
A. Scope of Work	3
B. The Evaluation Team	7
C. Impact Evaluation Methodology	8
D. Institutional Evaluation Methodology	10
E. Products of the Evaluation	11
III. <u>General Program Analysis</u>	
A. Progress Toward Objectives	12
B. Sectoral Coordination	15
C. Actions Taken To Improve Living Conditions	16
D. Community Self-Development	18
E. Representivity and Effectiveness of Community Organizations	20
F. Criteria for Selection of Community Committees	21
G. Orientation, Training, and Follow-Up	21
H. The CBIRD Methodology: Technical Inputs and Participation	22
I. Additional Needs	23
J. Community Participation and Satisfaction	25
K. Knowledge, Capacity, and Dedication of Community Leaders	26
L. Use of Appropriate Technology	26
M. Women's Participation	27
N. Use of Resources in Reaching Program Objectives	27
O. Coherence of Sectorial Strategies With OPG Objectives	28
P. Internal and Inter-Institutional Coordination	29
Q. Review of Impact Indicators	29
R. Capacity of Personnel and Volunteers to Facilitate Behavioral Change	31
S. Program Supervision	32
T. Efficiency of Technical Assistance	34
U. The \$600,000 Issue	35
IV. <u>Sectoral Analysis</u>	
A. Health Sector	36
B. Education Sector	39
C. Production Sector	43
D. Industry and Commerce	49
E. Administration Sector	54
F. Potable Water Sector	57
G. Lessons Learned	60

Annexes

- A. Compliance with Recommendations of the 1986 Evaluation (5 pages)
- B. General Compliance of AIP Targets
  - Health Sector (4 pages)
  - Education Sector (4 pages)
  - Production Sector (3 pages)
  - Potable Water Sector (1 page)
- C. Actions Taken to Improve Living Conditions (2 pages)
- D. Summary of Unit Costs by Sector (1 page)
- E. Formats for farm management accounting (3 pages)
- F. Formats for project financial control

## I. EXECUTIVE SUMMARY

The purpose of this evaluation was to assess the management and effectiveness of OPG No. 519-0300, which is financed by a five-year grant from USAID of US\$3,650,000 for the period 1985-1990 to support the Community-Based Integrated Rural Development Program of Save the Children Federation (SCF) in El Salvador.

The fieldwork was conducted by a team of 18 program beneficiaries selected from the three impact areas covered by the evaluation, and by six professional consultants selected by SCF and Rural Development Services, Inc. Following a special training program, the team of beneficiaries designed their own questionnaire, interviewed 256 rural households from 29 communities, and tabulated the data. The product of their efforts is submitted separately in a 34-page document in Spanish entitled Results of the Participatory Evaluation of the SCF Program in Ilobasco, El Sauce, and San Alejo--El Salvador.

In addition to training and supervising the evaluation by beneficiaries, the six professional consultants undertook a comprehensive institutional evaluation of the program following a highly structured scope of work prepared by SCF and USAID covering 48 specific tasks.

The evaluation documents generally poor SCF compliance with the recommendations of the previous global evaluation of 1986 (although some of these recommendations were viewed as too general or unnecessary). In contrast, SCF compliance with the targets of its Annual Implementation Plan for 1986-1987 has been high for health, education, commerce and industry, and potable water sectors, but poor in the production sector. Progress has been made toward quantifiable targets of reduced infant mortality, illiteracy, malnourishment, and other impact indicators. The evaluation reviewed 63 distinct program actions to improve living conditions among the beneficiary population, classifying 45 actions as high priority and 18 as complimentary. Only 11 of the 63 actions were judged to have been implemented with high effectiveness, leaving another 8 actions implemented with moderate effectiveness and 44 implemented with low effectiveness--mostly because they were conducted in only one impact area or were well below their assigned AIP targets. These results dramatize the conclusion that the SCF program is beginning to endanger its success by attempting to offer too broad a range of services. The evaluation also finds that SCF has not given sufficient focus and emphasis to its highest priority function--continuing training and follow-up of community leaders.

Community participation and satisfaction with SCF activities is documented to be generally high. Nonetheless, while SCF has shown strength in the promotion of new projects or services, it has been less successful in sustaining assistance to existing projects; moreover, services to existing projects have suffered from high personnel turn-over and under-documentation in available reports. The evaluators strongly encourage SCF to maintain focus on its central task--catalyzing community self-help--and not be enticed into becoming

a direct provider of multiple services. In this regard, SCF is encouraged to identify with greater clarity the desired growth path of community self-development, identifying what skills or characteristics allow each community to advance from initial through advanced stages of autonomy until they are able to "graduate" from the program altogether.

Women's participation was evaluated to be significant and growing within the SCF program, particularly in the areas of health, education, and community banks. SCF personnel and volunteers were generally seen as well-motivated, dedicated, self-critical, anxious to learn, and with a deep sense of accountability to their assisted communities. Program supervision was found to be deficient due to infrequent visitation by headquarters staff, insufficient structure to supervisory visits (improvisation), and low outreach of visits beyond the regional office.

The borrowing of US\$600,000 from fifth-year budget resources to finance cost increases in the El Sauce potable water project has created a probable shortfall in the remainder of the program estimated at US\$426,000. The evaluators recommend that the OPG budget be expanded by this amount to avoid negative impact, not so much on target compliance per se, but to avoid possible harm of the program's efforts to institutionalize and replicate its CBRD methodology, which has taken four years to build and mature.

With regard to the analysis of specific sectors, program performance was found to be generally successful but uneven. Health has proven to be the most effective and least-costly program area, followed by the Education Sector with its exciting New School Initiative. The Potable Water Sector remains on track, behind schedule but having achieved notable success in mobilizing and sustaining community participation. The Industry and Commerce sub-sector has shown growing dynamism, mostly due to its successful and rapidly expanding village banking project. The weakest program sector is that of Production. Compliance with programmed targets (many of which are modest to begin with) has been deficient, the CDTA's have not been effective, drought has neutralized many yield-expanding investments, while both planning and documentation of sector activities (and impacts) have been inadequate.

Lessons learned include the following: (1) the need to focus future evaluations on a narrower scope-of-work to assure more in-depth analysis; (2) the need to contract the evaluation itself with more lead time for better preparation by the contractor and SCF staff; (3) the need for SCF to reduce the scope of providing direct services to communities; (4) the need for SCF to clarify more precisely the growth path of community self-development, and the skills needed to master one stage after another, the design of an explicit training curriculum to enhance this process, and clear criteria for when an assisted village is ready to "graduate" from the program; (5) the need to unify AIP targets by sector between one impact area and another, including new targets that encourage inter-sectoral cooperation; and (6) renewed emphasis on training and follow-up activities, with insistence that such activities be more fully reported by field staff.

## II. METHODOLOGICAL OVERVIEW

### A. SCOPE OF WORK

The overall purpose of this evaluation was to assess the management and effectiveness of OPG No. 519-0300 in three impact areas of the Save the Children Federation (SCF) Program in El Salvador: Impact Area #1--El Sauce, Impact Area #3--San Alejo, and Impact Area #4--Ilobasco.

The specific tasks to be covered by the evaluation were the following:

1. Progress Toward Objectives: Evaluate the degree of accomplishments during fiscal 1986/7 with regard to (a) the February 1986 evaluation; (b) the 1987 Annual Implementation Plan, and (c) the long-term strategies of the current 5 year Operational Program Grant.
2. Sectoral Coordination: Evaluate the effectiveness of the interrelation and coordination between programmatic sectors, addressing the aspects of resource use, project administration, program design in each impact area, implementation, monitoring, and evaluation.
3. Actions Taken to Improve Living Conditions of Needy Families: Review the actions taken in each program sector, appraise their potential to generate change, and measure cost per beneficiary.
4. Community Self-Development: Evaluate the degree of efficiency and effectiveness of the program in achieving community self-development.
5. Representivity and Effectiveness of Community Organizations: Assess whether community organizations are representative and effective in creating self-sustainable development, and analyze the role of SCF in the organizational process.
6. Community Committee Selection Criteria: Evaluate the criteria used in the selection of community committee members and the communities' understanding of the criteria.
7. Orientation, Training and Follow-Up: Evaluate how well these functions are performed by CSF in support of community committee members.

Scope of Work (continued)

8. CBIRD Methodology: Evaluate the different technical inputs and community participation in implementing the Community-Based Integrated Rural Development methodology, and the Child Focussed Development Strategy.
9. Additional Needs: Identify the additional needs for training, technical assistance, and material/financial resources required by staff, volunteers, and attended families.
10. Community Participation and Satisfaction: Evaluate the level of local participation and satisfaction in the planning, execution, and management of community projects.
11. Community Leaders: Evaluate their knowledge, capacity, and dedication in the development process.
12. Appropriate Technology: Determine if appropriate technology is considered in all sectors during the planning and execution of all projects.
13. Women's Participation: Determine the level of women's participation in the decision-making process relating to project design and implementation.
14. Resource Use: Assess the efficient use and management of institutional and community resources in reaching program objectives.
15. Coherence of Strategies and Program Goals: Determine the level of sectorial strategies in accordance with long term OPG objectives, and the coherence of programatic goals with those strategies, analyzing their interrelationship.
16. Institutional Coordination: Evaluate internal and interinstitutional coordination of the program in relation to the goal of community self-sustainable development.
17. Impact Indicators: Revise the impact indicators and determine whether they are adequate instruments for long term planning.
18. Personnel and Volunteer Capacity: assess the understanding, skills, attitudes, and resources of personnel and volunteers to facilitate desired behavioral changes.
19. Supervision: Assess the skills, attitudes, communications, and interpersonal relationships of program supervisors toward their subordinates and viceversa.

Scope of Work (Continued)

20. Technical Assistance: Determine the efficiency of technical assistance directed to the communities.
21. Potable Water Project Impact on Other Program Components: Evaluate the impact on other project goals of the increase of US\$600,000 in potable water project funding with no additional OPG funding, and determine whether the project will be completed on time.

HEALTH SECTOR

22. Health Conducts: Determine to what degree the ten health conducts promoted by SCF have been incorporated by the beneficiaries.
23. Child Survival: Evaluate the direct impact of the health program on child survival.
24. Unit Costs: Calculate the incurred cost per beneficiary in the health area to date.

EDUCATION SECTOR

25. New School Program: Evaluate the satisfaction with benefits of the New School system, and the level of training and effective coordination with Ministry of Education personnel.
26. Adult Literacy: Determine its coverage and functionability.
27. Children and Youth Activities: Determine their effectiveness to personal and community development.
28. Greater Access to Education: Determine whether sector strategies have facilitated greater access to the educational system.
29. Vocational Education: Determine actions and possibilities for vocational formation.
30. Unit Costs: Calculate the incurred cost per beneficiary in the educational area.

PRODUCTION SECTOR

31. CDTA Efficiency: Evaluate the efficiency of the Appropriate Technology Demonstration Centers (CDTA) in contributing to the implementation of specific sectorial strategies.

Scope of Work (continued)

32. CDTA Self-Sufficiency: Identify possibilities.
33. Diversification: Determine what production sector activities have contributed to a diversified economic base.
34. Micro-Industry: Evaluate whether agricultural and livestock projects are designed to create small income-generating industries.
35. Unit Costs and Yields: Determine the production and costs per hectare of agricultural projects and compare them with those of similar projects elsewhere in the country.
36. Income Impact of New Crops: Investigate the relation between the introduction of new crops and modernization to the generation of income.
37. Unit Costs: Calculate the incurred cost per beneficiary in the production sector.

INDUSTRY AND COMMERCE SECTOR

38. Women's Participation: Assess the quality and quantity of women's participation in income-generating and employment projects.
39. Impact of Community Banks: Determine their contribution to increased credit access, income and employment, and to the diversification of the economic base.
40. Loan Amounts, Use, and Impact: Investigate the dollar amount of loans provided to date, how the credit was used, and its impact on increased industry and commercial activities.
41. Unit Costs: Calculate the incurred cost per beneficiary in the industry and commerce sector

ADMINISTRATION SECTOR

42. Training to Treasurers: Determine the level and effectiveness of training and administrative orientation given to community treasurers.
43. Administrative Coordinators: Evaluate their functions within the framework of a development institution.
44. Impact: Determine the impact of administrative procedures on institutions and community development at the local level.

Scope of Work (continued)

POTABLE WATER SECTOR

45. Project Progress: Evaluate the progress of the Carpintero-El Sauce project, its financial plan, methodology, materials delivery schedule, and community participation.
46. Community Participation/Satisfaction: Determine the degree of participation and satisfaction of beneficiaries.
47. Motivation of Personnel and Beneficiaries: Determine level of motivation and prospects for completion of the project as planned.
48. Unit Cost: Determine the cost per beneficiary in the execution of the Carpintero-El Sauce project.

B. THE EVALUATION TEAM

To execute this ambitious scope of work, a two-pronged evaluation process was conceived: (1) an Impact Evaluation, from the bottom-up, to be undertaken by 18 program beneficiaries, and (2) an Institutional Evaluation, from the top-down, to be executed by a team of six professionals: two Salvadoreans, two Peruvians, one Guatemalan, and one American.

1. Impact Evaluation Participants

The 18 program beneficiaries selected for the impact evaluation were drawn from all three impact areas--six representatives per area--as follows:

NAME	COMMUNITY
<u>Impact Area No.1</u> (Municipios El Sauce y Concepcion de Oriente)	
Fredy Aparicio	San Juan
Mario Reyes	Amatillo
Angel Abraham Ríos	Managua
Petrona Bonilla	Guayabo
Amanda Velasquez	Cartones
Delia Consuelo Vides	San Juan
<u>Impact Area No. 3</u> (Municipios San Alejo, El Carmen, Yayantique)	
Salomon Alvarez	El Papalón
Pedro López	Bobadilla
Adan Romero	Trincheras
Ermelinda Argueta	Las Pitas
Calixta German	Crucilla
Ima Concepción Santos	Pavana

Impact Evaluation Participants (continued)

NAME	COMMUNITY
<u>Impact Area No. 4 (Municipio Ilobasco)</u>	
Milagro Ayala	San Vicente
Mercedes Bonilla	San Francisco Iraheta
Maria Luisa Rodas	Buenos Aires
Jose Pablo Duran	San Luis Granales
Oscar Orellana	San Francisco Iraheta
Guillermo Guzman	Penas Blancas

2. Professional Consultants

The professional team members and their respective areas of responsibility are presented below. John Hatch was contracted for only 12 days in El Salvador; all the remaining consultants performed their services over a period of 35 days, all in El Salvador.

NAME & NATIONALITY	AREA OF RESPONSIBILITY
John Hatch, American	Evaluation design and write-up
Aguiles Lanao, Peruvian	Chief of Party, Administration Sector and Industry & Commerce Sector
Wilbert Comejo, Peruvian	Potable Water Project and Public Works
Efrain Lopez Juarez, Guat.	Health Sector
Carlos Umana Cerna, Salv.	Education Sector
Marcelo Posada Vidal	Production Sector

C. IMPACT EVALUATION METHODOLOGY

1. Preliminary Consultations (July 6-12)

After two days of document research, the professional consultants spent four days in the field where they conducted one-day visits to each of the impact area offices. The purpose of these visits was to give field staff a chance to make their contributions to the planning of the evaluation methodology, and to assist the evaluation team in designing the sample of communities and beneficiary families to be interviewed by the Impact Evaluation.

2. Design Workshop (July 13-16)

The 18 program beneficiaries who were to conduct the impact evaluation were brought together at the area office of Ilobasco for a three-day design workshop. The first day was mainly devoted to the identification

### Design Workshop (continued)

of indicators around which evaluation questions could be formulated. The participants then divided into six work groups covering the sectors of (1) Health, (2) Education, (3) Production, (4) Commerce and Industry, (5) Public Works, and Potable Water. Each group was responsible for formulating one page of the impact evaluation questionnaire (maximum 12 questions per sector).

On the second day, the work groups concluded their design and once again met in a plenary session to present their proposals and allow other participants to suggest improvements. The discussions that ensued, question-by-question, not only strengthened questionnaire design but served to train each participant in the why of every question. An approved questionnaire format was finally approved by the end of the third day, causing the workshop to be extended to a fourth day.

The final day was spent practicing interviews with the approved questionnaire. Role playing and group discussion of ways to deal with various problems helped participants to gain confidence with the process. Before returning to their respective impact areas, participants gained additional practice by interviewing each other.

### 3. Field Interviewing (July 17-August 5)

Of the 89 communities covered by SCF in the three impact areas, interviews were conducted in 28 (31%) of them, representing a population of about 3,500 families. Ten villages apiece were visited in impact areas No.1 and No.3, while 8 communities were visited in Impact Area No.4. In each area, a stratified sample was used to include newly-assisted villages as well as old, large villages versus small, and communities considered to represent variable degrees of transport accessibility. A total of 256 interviews were conducted, which represents a 7% sample of the beneficiary population reached by the program in the selected villages. The respondents were almost equally divided between men (51%) and women (49%), the average ages being 46 and 39 respectively. Illiteracy among respondents was 43% for men and 32% for women. The average family size was documented to be 7 persons, and 57% had children in the most vulnerable age group of 0-5 years.

The three impact areas were surveyed sequentially: first Ilobasco--July 17-20, El Sauce--July 23-28, and San Alejo--July 30-August 3.

### 4. Tabulation and Feedback Workshops

The last two days in each impact area were devoted to (1) a tabulation workshop, and (2) a feedback workshop with SCF staff and community leaders. Tabulation of questionnaire data was conducted by the interviewers themselves under the supervision of the professional consultants. The three

## Tabulation and Feedback Workshops (continued)

feedback workshops were conducted as follows: Ilobasco--July 21, El Sauce--July 29, and San Alejo--August 5. These events provided the evaluation team with the opportunity to report not only the results of the impact evaluation, but the institutional evaluation as well.

### D. INSTITUTIONAL EVALUATION METHODOLOGY

#### 1. Interviewing SCF Personnel

In each impact area, the professional evaluators interviewed SCF staff both on a group basis (by sectors) and individually. The primary focus of these encounters was to document program performance against planned targets in the Program Implementation Plan. The secondary focus was to gather information on as many of the items of the scope-of-work as possible. It was the sense of the evaluators that a large amount of field staff activity goes unreported or is under-reported because it does not fit the PIA indicator format. By the same token, because many of the items in the evaluation scope-of-work are likewise outside current reporting formats, it is difficult to document them. The interview process, however, did allow the team to reach some subjective determinations for many items we were asked to investigate.

#### 2. Interviewing Community Leaders

Professional staff accompanied the impact evaluation into the villages where the survey was conducted. While family interviews were being conducted by the impact evaluation participants, the professional evaluators conducted interviews with community leaders. These encounters did not employ a fixed format questionnaire; rather, each professional followed his own interview guide.

#### 3. Feedback Sessions

As part of the feedback workshop in each impact area, the professional evaluators provided a verbal report to SCF staff for those sectors they had been assigned to report. This was followed up by a written report of specific conclusions and recommendations for each impact area. In San Salvador, each professional evaluator met with UCAT and other program staff to provide verbal and written feedback on specific conclusions and recommendations for the sector of his responsibility.

#### 4. Write-Up

The evaluation generated an enormous amount of information (see Products of the Evaluation, below). The sheer volume proved too large to permit the completion of a draft final report before the deadline (August 13) contracted with SCF. Instead, an intermediate working document of 22 pages

was prepared. It contained a narrative analysis of the results of the impact evaluation, a compilation of 69 deficiencies observed in the program--by sector--and a total of 69 specific recommendations.

#### D. PRODUCTS OF THE EVALUATION

In addition to the present report, this evaluation has yielded the following products which, hopefully, will be useful to SCF in its continuing efforts to strengthen the program:

1. 18 beneficiaries--six per impact area--trained in program evaluation skills that include design of questionnaires, field interviewing, tabulation of results, and presentation of findings.
2. A specialized evaluation report on the program of each impact area, by program sector
3. 256 questionnaires, available for analysis by field staff for the sake of improving program interventions in specific communities

### III. GENERAL PROGRAM ANALYSIS

#### A. PROGRESS TOWARD OBJECTIVES

##### 1. Compliance With Recommendations of the 1986 Evaluation

SCF compliance with the 1986 evaluation has been generally unsatisfactory. In Annex A is presented a summary of the 45 recommendations made by the team from DEICO and Experience Inc, and the degree of SCF response to each one. Our review indicates that SCF has only adequately complied with 13 (29%), while another 13 recommendations have been partially met. Of the 19 unanswered recommendations, six have not been implemented at all, 10 we consider to be inappropriate, and three we were unable to document.

RECOMMENDATION: SCF should give renewed attention to the recommendations  
#1 of the 1986 evaluation. Those meriting greatest effort, in our opinion, are 1, 2, 3, 6, 8, 9, 10, and 18. (see Annex A).

##### 2. Accomplishments Relating to Annual Implementation Plan

Overall program compliance by SCF with its AIP targets is quite good. Of course, the quality of compliance varies considerably from one program sector to another and also between impact areas. In Annex B is presented a series of charts prepared during the present evaluation to compare actual program results against AIP targets. The conclusions, by sector, are the following:

#### HEALTH SECTOR

Health Sector compliance with a total of 17 targets (activities and indicators) is calculated at 117%. This result can be considered excellent, but with several important qualifications. The Health Sector's performance was only clearly exceptional in Impact Area 3 (San Alejo). There the program conducted a much broader variety of activity (17 targets versus 15 in Ilobasco and 11 in Sauce) and averaged 124% in compliance. In contrast, Ilobasco averaged only 69% compliance, which is not acceptable performance. And although El Sauce averaged 95% compliance, it did so only across 11 of the 17 targeted activities for the sector as a whole. With regard to financial targets, the Health Sector showed 99% compliance overall. It spent 94% of budgeted SCF resources and mobilized 81% of targeted community resources.

Accomplishments (continued)

EDUCATION SECTOR

In the Educational Sector, overall compliance with physical targets was 133% across a range of 35 performance indicators. Compliance was highest in Ilobasco, which averaged 270% but only covered 12 indicators. San Alejo was second with 103% compliance over 21 indicators. In third place came El Sauce with 92% compliance over 21 indicators. With regard to financial performance, Education Sector expenditures were 101% of the budget programmed for SCF, and 110% of the community resources programmed were mobilized.

PRODUCTION SECTOR

Overall compliance with programmed physical targets was 88% with regard to 28 separate activities. The leader in the Production Sector was Ilobasco, which achieved 103% compliance but only across 14 of the 28 targeted activities for the sector. El Sauce scored 78% compliance and only covered 10 activities. The lowest score was San Alejo, which achieved 72% compliance across 18 activities. With regard to financial targets, the Production Sector spent only 84% of its budgeted SCF resources, but it mobilized 97% of programmed community resources.

CARPINTERO-EL SAUCE POTABLE WATER PROJECT

No physical targets for this project were specified in the AIP, only financial targets across five separate stages or work fronts. The project's feeder structures (captacion) have been completed. Work on the initial 8 km. stretch (Carpintero-Punta Aguja) is not scheduled to begin until September 1987. The second stretch (10 kms--Punta Aguja-Buquin) was begun in June and work is proceeding normally. Nine of the 12 water storage tanks have been completed (75% execution). In physical terms the overall project can be considered to be about half-finished. Financially, however, only 22% of the budgeted resources from SCF were spent in 1986/87, and only 48% of the community resources programmed have been mobilized. Thus, the execution of the project is behind schedule, but the cause of the delays are seen to lie outside the control of SCF.

RECOMMENDATION: With due allowance for differences between impact areas, there exist major inconsistencies regarding how many programmed activities are to be implemented by each sector between one impact area and the next. It is recommended that SCF scrutinize more closely the proposed work plans and targets proposed by the area offices, and require that the number of targets programmed by all offices be equalized to the greatest extent possible.

#2

### 3. Progress Toward Long-Term OPG Objectives

At the time of the present evaluation, data collection was still proceeding with regard to impact indicators for measuring improvement in the social and economic conditions of rural households in the three impact areas. The available findings (limited to impact areas 1 and 4) offer some fragmentary evidence of positive gains as well as slipping impact.

Malnourished Children: The overall percentage of malnourished children (Impact Area #1) has remained stable at 57%. There has occurred a slight decline in second degree malnutrition (12.6% to 11%) and third degree malnutrition (4.3% to 4%).

Infant Mortality: A decline in mortality among infants under 12 months is observable in Impact Area #1 (from 144 to 117 deaths per thousand). In contrast, a rising rate appears to exist in Impact Area #4 (from 154 to 190 deaths per thousand).

Vaccinated Children: In Area #1 the rate has dropped from 45.2% to 39.6%, a surprising result in view of SCF's very active efforts in this field.

Children In School: There have been important increases in Impact Area #1 (from 58.1% to 62.1%) and Impact Area 4 (57% to 59.9% for girls, 49% to 54.9% for boys).

Illiteracy: Declining rates of illiterate adults are observed in Impact Area #1 (60% to 43.6%) and Impact Area #4 (39% to 40% for women, but from 41% to 34.8% for men).

Agricultural Impact: Data on yields for corn, beans, and maicillo are extremely fragmentary. A positive trend in corn in Impact Area #1 (from 15 to 18 quintals per manzana) may be documented.

Livestock: Holdings of cattle have increased in Impact Area #1 (from 1.8 to 3.2 head per family) but declined in Impact Area #4 (from 1 to 0.8). Pig holdings have increased in Impact Area #1 (from 3.4 to 4.9 animals per family) as well as Impact Area #4 (from 2.2 to 2.5 animals). Chicken stocks have increased in Impact Area #1 (from 11.1 to 13.2 birds per family) but is virtually unchanged in Impact Area #4 (14.4 to 14.3 birds).

## B. SECTORAL COORDINATION

Overall, the evaluators found a great deal of verbal support for coordination between programmatic sectors throughout the SCF program. In practice, however, there appears to be lacking a consistent policy priority and strategy for causing such coordination to happen. There are many obvious opportunities for intersectoral coordination that have simply been ignored. Examples include: (1) contributions of didactic material from all sectors to the palabras generadoras (key words) component of the literacy program; (2) promotion of home gardens (production with health); (3) CDTA production to support nutritional education centers (production with health); (4) linked animal and human vaccination activities (production with health); (5) using village bank weekly or monthly meetings to conduct a training activity in health, production, or adult education; and many more.

The Annual Implementation Plan does not promote inter-sectoral coordination because of its specialized sector budgeting and planning procedure. The AIP contains no explicitly joint-sector undertakings or targets. If the emphasis is on meeting sector specific targets, there is even less incentive to create coordinated activities.

At the community level the SCF program has tended to promote the creation of specialized committees as well as volunteers for specialized tasks. This also discourages coordination. At the other extreme, some volunteers have been trained for activities in more than one sector. While the latter option would appear to encourage coordination, it has the detrimental effect of concentrating leadership opportunities in the hands of a very few people.

Theoretically, the Community Development Committee (CDC) has the function of design, monitoring, and evaluation of local program activities in all sectors. That is, its essential purpose is coordination at the local level as well as interface with external services and resources. However, the CDC has ceased to be a vital organization in many SCF-assisted communities because its functions are less well understood than those of sector-specific volunteers trained to provide health, education, or production services that are immediately tangible to villagers.

RECOMMENDATION : In the AIP, for every impact area's plan and budget for a given sector there should be a section devoted to two or more coordinated activities with other sectors. Each of these coordinated activities should have its own target and separate budget item.

Sectoral coordination (continued)

**RECOMMENDATION:** On a quarterly basis, all SCF personnel in the impact area offices should be asked to report in writing on any activities conducted in coordination with other sectors. Every quarterly report submitted by the administrative coordinator should contain a section which summarizes these joint-sector activities.

#3a

However, within the CBIRD methodology it is ultimately the community itself, not SCF, that is the most appropriate entity for coordination between sectors. To stimulate or induce such coordination it will be necessary to either (1) reinforce the CDC's coordinative functions so that it, rather than specialized volunteers, are the point of contact between SCF and the community for all development activity; or (2) replace the CDC by transferring its functions to the most dynamic group already organized within the community.

**RECOMMENDATION:** Coordination from the bottom-up is just as important as from the top-down. Volunteers should be sensitized, both in groups and individually, to the importance of promoting joint activities with other volunteers and between specialized committees to which they belong.

#4

C. ACTIONS TAKEN TO IMPROVE LIVING CONDITIONS

The consultants recognize there are many activities being conducted at the community and impact area levels that are not reflected in the AIP targets nor reported on a systematic basis. Nevertheless, the AIP provides the most comprehensive source available for listing those actions being undertaken to improve living conditions. In Annex C these actions have been listed by sector, ranked as to high priority or low, and graded as to their level of implementation effectiveness. The results are summarized below:

1. Health Activities

In the Health Sector we have listed 17 activities. Ten are considered high priority. These are (1) vaccination, (2) deparasitization, (3) growth monitoring, (4) oral rehydration therapy, (5) village drug stores, (6) training midwives, (7) latrines, (8) community wells, (9) water source improvement, (11) home improvements, and (16) sewage construction. The first four activities are judged to be very effectively implemented. Activities #11 and 16 have been implemented with low effectiveness. The others with moderate effectiveness.

## 2. Education Activities

Out of 18 activities, 12 were ranked as high priority. These are (1) equipment for schools, (3) school repairs, (4) school construction, (5) teacher contracting, (10) development of didactic materials, (11) school organizing, (12) the New School movement, (13) teacher training, (14) literacy circles, (16) libraries, (17) vocational workshops, and (18) basic adult education (EBA). Four of the above activities are considered to be very effectively implemented (#1, 5, 12, and 13). Moderately effective implementation has been achieved with four of the activities (#3, 4, 10, and 14), and the balance have been rated at low effectiveness, in most cases because they are limited to only one impact area.

## 3. Production Activities

This has proved to be the weakest sector, yet ironically it has the most activities and indicators: 28. Of these, 23 are considered high priority. They cover (1) organization of credit groups, (2) credit group follow-up, (3) pig projects, (4) demonstration plots, (6) community banks, (7) soil conservation, (9) tree nurseries, (10) rabbits, (11) home gardens, (12) vegetable production, (14) beekeeping, (19) animal vaccination, (21) veterinary drug stores, (22) grain silos, (23) irrigation, (24) multiple service cooperative, (25) training volunteers in animal health, (26) training credit committees, and (27) CDTA courses. Only three of these activities (#1, 4, and 6) are judged to be effectively implemented. Four more have been implemented moderately well (#2, 19, 22, and 24). The remaining 16 high priority activities, as well as another ten low priority activities, have all been given a low implementation rating, most of them because they are limited to only one impact area or have very low compliance with programmed targets.

## 4. Potable Water and Roads

The Carpintero-El Sauce project is regarded as high priority with moderate implementation, because it is lagging behind its physical and financial targets yet it is a solidly successful undertaking. The other potable water projects—12 of 20—have been completed; they collectively are rated as implemented with moderate effectiveness. The road improvement and construction projects are similarly ranked in the moderate category, again because of lagging compliance with targets.

## D. COMMUNITY SELF-DEVELOPMENT

### 1. Participation and Satisfaction

The impact evaluation survey demonstrates rather convincingly that when SCF program services have reached the community level, they generally result in relatively high participation by villagers and with subsequently high levels of satisfaction with the benefits of the project or service. The impact survey documents that 76% of respondents have participated in health projects, and 72% of them are satisfied with their benefits. In education projects, 51% of respondents said they participated with a satisfaction rate of 78%, particularly with literacy training. In contrast, only 18-30% of respondents said they had participated in production sector activities, but 63% of those were satisfied with the benefits.

### 2. Promotion versus Follow-Through

It is patently clear that SCF has been doing an excellent job of promoting community organization and participation. They have promoted the creation of hundreds of CDCs and specialized committees; they have trained even more specialized volunteers. The program has introduced Salvadorean villagers to a wide range of new functions: diagnosis of community problems, design of development plans, bookkeeping, budgeting, reporting, monitoring, evaluation, and replication. Thanks to SCF interventions, thousands of rural men and women have been elected to leadership positions in their communities; the vision and expectations of these people have no doubt been permanently transformed. Such outcomes are of greatest importance to the process of community self-development and should not be under-estimated.

Nonetheless, SCF has not demonstrated great success at follow-through: at sustaining and expanding what it sets in motion. There are many possible explanations for this situation: high personnel turn-over, the civil war, program targets that reward new actions more than follow-up, a distraction with projects rather than self-development process, etcetera.

In our view, however, the problem of poor follow-through is caused by three essential limitations: (1) lack of a clear concept of the community self-development growth path; (2) lack of a clear strategy for the sequence of SCF promotional and training interventions required to facilitate the community's movement up that path; and (3) lack of a way to clearly measure results of this process.

Community Self-Development (continued)

3. Identifying the Community Self-Development Growth Path

SCF has established a typology for identifying the distinct stages of a community's self-development process. However, it would appear this classification has not yet been fully integrated with systematic skills training and graduation criteria which permit communities to advance from one stage to the next. The following constitutes a conceptual contribution to achieving that integration.

The C Community: DEFINITION: All SCF-assisted villages should begin in the "C" or "Red light" category, which would be characterized by (1) few or no formal leaders, (2) few or no local organizations, (3) infrequent meetings, (4) low levels of resident participation, particularly by women, (5) limited or non-existent skills in democratic process, project design, budgeting, management, evaluation, and resource mobilization; and (6) many unresolved development needs. SUGGESTED TRAINING COMMITMENT: Minimum of two visits per month by the responsible SCF promoter (6 hours/month of training). SPECIFIC SKILLS TO BE TRAINED: (1) How to vote, (2) How to mobilize ideas (brainstorming), (3) How to select best ideas by consensus, (4) How to hold a meeting, (5) How to keep minutes, (6) How to create bylaws, (7) How to keep simple records of cash and materials, (8) How to conduct a participatory diagnosis of community problems, (9) How to design a community project (logical framework), and (10) How to conduct a participatory evaluation of project results.

The B Community: DEFINITION: The "B" of "Yellow Light" community has now achieved a threshold of self-sustained development. Suggested characteristics of a B community might include: (1) at least 5 formal leaders; (2) a local organization (e.g. CDC) that meets weekly or monthly, keeps records of its decisions, and manages resources for one or more community projects; (3) project execution with at least 50% participation by local families (with labor, cash, or materials); (4) At least 20% of leadership positions held by women; (5) has completed at least one community project in a participatory fashion --including problem identification, design, execution, and evaluation; (6) able to collect data on simple impact indicators; and (7) able to meet and make decisions without SCF promoter. SUGGESTED TRAINING COMMITMENT: Minimum one visit per month by responsible SCF promoter, and 6 hours of training per quarter. SPECIFIC SKILLS TO BE TRAINED: (1) How to design a community annual plan, (2) Group dynamics, (3) Supervising others, (4) Monitoring results and preparing written reports, (5) Files, (6) How to write a proposal for external assistance, (7) Advanced recordkeeping, (8) Preparing and interpreting a financial statement.

The A Community: DEFINITION: The "A" or "Green Light" community is one which has achieved consistent self-sustaining development. Suggested characteristics include: (1) At least 10 formal leaders; (2) specialized decentralization of community organization into functional committees, each able to meet criteria #2 above; (3) project execution with at least 75% local participation; (4) at least 40% of leadership positions held by women; (5) have created at least one

annual community plan, (6) consistently effective performance of acquired skills in problem identification, project design, resource management, budgeting, evaluation; (7) have prepared a proposal for assistance from one or more external agencies, and have received resources; (8) have a capacity to monitor, record, report, and file the particulars for any given project activity; (9) are incorporating self-managed data in the community decision-making process; and (10) are able to do the above without the presence of the SCF promoter. SUGGESTED TRAINING COMMITMENT: The "A" community should receive a quarterly visit by the SCF promoter, with at least 6 hours of leader training every six months. It is also suggested that leaders of the A community be utilized by SCF to provide selective training and consultation to other communities still at the B and C levels. SPECIFIC SKILLS TO BE TRAINED: (1) How to create a regional (multi-community) organization; (2) How to teach leadership skills to other community leaders; (3) Coordinating activities with other communities. After one year in category A, the community would "graduate" out of the CBIRD program and begin to replace SCF as a trainer of less-developed communities.

RECOMMENDATION: Once refined and integrated with its present typification,  
#5 the above community growth path system should be integrated into the AIP process. The performance of impact area offices and even individual staff members would now be based, at least in part, on their success in "graduating" assisted communities from C to B to A and finally independent status. Impact area offices should also be graded on the extent to which they are successful in utilizing the leadership of more advanced communities in the training and supervision of less developed communities.

#### E. REPRESENTIVITY AND EFFECTIVENESS OF COMMUNITY ORGANIZATIONS

As stated in the previous section, there appears to be early SCF success in promoting village organization and services followed by breakdowns in follow-through to assure community organizations become increasingly capable of self-sustained development. Three deficiencies were observed in this regard. The first is the tendency for specialized community volunteers to eclipse the functions of the CDCs. Since it is the volunteer who receives the focus of SCF training and interface, rather than the community development committee as a whole, the role and dynamism of the latter is undermined. The second deficiency is the lack of followthrough itself, characterized by insufficient volume of training, lack of a systematic and progressive system of skill training curriculum based on specialized units, and lack of written reference materials for use by community leaders. A third deficiency is that SCF, for the sake of convenience, has permitted and perhaps encouraged community leaders to hold multiple leadership posts simultaneously. This keeps leadership opportunities concentrated in the hands of only a few people and thus ultimately works against the self-development objective.

Representivity and Effectiveness of Community Organizations (continued)

RECOMMENDATION: SCF should never train only one person from the community in any given skill. When training occurs outside the community, at least two representatives from each community should be trained at the same time. When training occurs inside the village, every effort should be made to train all members of the CDC simultaneously, or all members of specialized committees simultaneously.

F. CRITERIA FOR SELECTION OF COMMUNITY COMMITTEES

In general, the evaluation found that the members of community committees are selected democratically by vote of local residents. There do not appear to be any widely-generalized criteria for selection of committee members. We did observe a tendency for leadership positions to be filled by persons of higher economic position and educational preparation. Males are elected disproportionately to leadership roles. For example, of the respondents interviewed for the impact evaluation, half were males and half were females. Of the males, 45% had served in a leadership position, while among women, only 21% had served.

There appears to be a tendency to exclude illiterate men and women from leadership positions. We do not know whether this is a criteria induced by SCF or applied by community residents themselves. Nonetheless, this practice should be discouraged whenever possible. While the inability to read and write constitutes a difficulty to leadership, it is by no means an absolute barrier to effectiveness. The constraint can be easily overcome by using literate sons and daughters of these leaders as scribes.

RECOMMENDATION: SCF should attempt to induce communities to allow equal access of women and men to leadership positions. Illiterates should be welcome to leadership posts, but each should be encouraged to use a child scribe to assist them.

G. ORIENTATION, TRAINING, AND FOLLOW-UP

As observed previously, SCF does an excellent job of promoting community organization, but sustained training and follow-up activities have been observed to be generally weak. The level of training and follow-up has been observed to be strongest in San Alejo, which in 1987 conducted seven training activities in health, trained 262 leaders of CDCs, and gave five training activities in production which included follow-up of solidary credit groups and training of credit committees in six community banks. In contrast, neither Ilobasco or El Sauce reported a single production

Training and Follow-Up (continued)

sector training activity for community leaders or volunteers during 1987. In the educational sector, Ilobasco reported the training of 137 leaders (half as many as in San Alejo) and none in El Sauce. In the health sector, Ilobasco trained 436 mothers in oral rehydration, trained eight midwives, and held ten nutritional education courses. In El Sauce there were only two programmed training activities: training and follow-up of midwives; however, non-programmed training covered 701 mothers in oral rehydration and 387 mothers in food preparation.

With due allowance for serious under-reporting, these figures suggest very low priority given to leadership training and follow-up within the SCF program. If there is one key function common to all SCF personnel, it is that of training. The SCF promoter should define his work, first and foremost, as a trainer. And not as a trainer of final beneficiaries per se, but as a trainer of trainers. As suggested in previous recommendations, the most important criteria for judging personnel effectiveness, as well as that of the impact area offices as a whole, is the volume and effectiveness of their training activities, particularly community leaders who will replicate their training to local residents as a whole.

RECOMMENDATION: In the AIP, every sector of every impact area office should  
#8 carefully program what leadership training activities it plans to conduct. Indicators should specify between (1) initial training and (2) follow-up training.

H. THE CBIIRD METHODOLOGY: TECHNICAL INPUTS AND PARTICIPATION

The technical inputs of the CBIIRD methodology can be identified as (1) organization, (2) diagnosis of felt needs, (3) planning, (4) resource mobilization, (5) resource management, (6) evaluation, and (7) replication.

For the most part, the evaluation confirms that the first four technical inputs have been effectively performed by SCF. The participating communities have their CDCs and specialized sector committees or other organizations such as solidary credit groups and community banks. If anything, assisted communities may be over-organized relative to their capacity to sustain these entities as viable, functional structures. The highly participatory diagnosis of community felt needs is an impressive SCF innovation that has been widely applied in rural El Salvador. Many assisted communities have prepared their own annual development plans as well as designed project specific plans. Regarding resource mobilization, the participating communities mobilized over ¢ 3,094,909 (US\$618,982) in local resource contributions during fiscal 1987/8. This amounts to US\$6,955 per community assisted by the program (89 communities in total). When SCF and community resource contributions are combined, it will be seen that virtually 60% came from the villagers and 40% from SCF.

CBIRD Methodology (continued)

The last three elements of the CBIRD methodology have been far less successful, particularly resource management. The evaluation encountered a high need for bookkeeping and accounting training for treasurers of community groups. The demand is particularly acute with the community banks, which lack a standardized accounting format, manual, and basic equipment for file keeping and computing figures. Overall, SCF has undermined the rationale and effectiveness of community-level accounting by failing to inform community treasurers of project expenditures made at the level of the impact area offices, thus introducing total inconsistency between SCF and community records.

On an annual basis, community leaders and specialized volunteers are conducting data collection on program impact indicators. The present evaluation reinforced this process by training six beneficiaries from each impact area in questionnaire design, interviewing, and data tabulation.

At one level, project replication has worked when limited to interchange of experience between neighboring communities. However, the initiative to form municipal development committees (CDM) was regarded by the evaluators as premature. The role and functions of the CDMs are seen as ambiguous, and a coherent strategy for their promotion—or more precisely, for sustaining them as viable organizations—is lacking. The formation of multi-community organizations is vitally important to sustained self-development process; but their organization must grow out of a real felt need on the part of the communities they are to serve. That need does not yet appear to be widely felt. When the time is right multi-community entities will surface on their own power. They need not, and must not, be promoted by outside agencies such as SCF.

## I. ADDITIONAL NEEDS

### 1. For SCF Staff

Relative to many less-well funded private sector agencies, the SCF El Salvador program is already a luxury model with regard to its staff resources, transportation, equipment, office facilities, and budgetary resources. While there is need for filling technical staff vacancies at the field level as well as central office, SCF generally has sufficient manpower to do its job. Its salary levels are reasonable and staff morale is considered to be relatively high. We would recommend the creation of a new management position—OPG Gerente—to take specific management responsibility for all aspects of Program 519-0300. Similarly, the appointment of a National Advisor for the Community Banking Program is recommended. These and a few additional recommendations are presented in the section on Administration.

Additional Needs (continued)

What is most needed by SCF staff is a fundamental reorientation in what their work consists of—i.e. training for self-development of assisted communities—and how to do this delicate and complicated job in a systematic way. Since community volunteers are to receive and replicate such training, it will be discussed further under the following heading.

2. For Community Volunteers

Staff and volunteers needed to reorient their thinking away from the provision of goods and services (asistencialismo) and toward their function of stimulating self-development by others (auto-gestion). This shift will first require a clear definition of the community self-help growth path, its progressive stages, and criteria for graduation from one stage to another. Second, the specific skills which community leadership must master to achieve sustained self-development must be identified. Third, a specialized package of training materials to support the teaching of each skill needs to be developed. Fourth, the existing reporting and planning formats of the SCF program need to be revised so that indicators clearly measure self-development outcomes rather than volume of activities by SCF staff. Fifth, self-development targets must be internalized by community leadership, who must clearly understand where they are headed and why. And finally, in a combination of national and regional training events, SCF staff need to become familiar and comfortable with the shift in strategy as well as the tools for its implementation. Once SCF staff has mastered the changes, it can be taught to community volunteers. They in turn will teach it to other community leaders.

3. For Communities

The overwhelming need is for nearly continuous training in self-development skills: project planning, budgeting, simple bookkeeping, reporting, monitoring, evaluation, group dynamics, and problem-solving. Even more important than developing a training curriculum for these subjects, what is needed is simply written guidance materials for local consumption...instructivos campesinos. Eventually, as these materials get tested and refined, it will be possible to develop the instructivos on an increasing levels of complexity: for initial, intermediate, and advanced communities.

RECOMMENDATION: The community self-development path provides a structure  
#9 for organizing more systematically SCF's training and follow-up activities. It is recommended that SCF give priority attention to identifying its own C-B-A model .  
(see III-D, above)

J. COMMUNITY PARTICIPATION AND SATISFACTION IN THE PLANNING,  
MANAGEMENT, AND EXECUTION OF COMMUNITY PROJECTS

This topic has already been discussed in Section H, the CBIRO Methodology (above). It may be instructive, however, to consider additional observations on the process generated through the impact evaluation questionnaire. This information is available by sectors.

1. Health Sector

Among health projects, 76% of the 256 respondents interviewed were familiar with and/or had participated in vaccination and deparasitation activities. 41% with community drug stores, 35% with weight controls for infants, and 28% with latrines. Of the 147 families interviewed with children aged 0 to 5 years, 52% had vaccinated their children. (NOTE: the average for the baseline impact data gathered by SCF volunteers was 52.4%). Of these same families, 69% had participated in the weight control program. Village drug stores have been used by 63% of the respondents. Nutrition classes had been received by 39%, 30% had improved their water source, 53% said they knew how to prepare oral rehydration liquids, and 30% had built a latrine. These figures reflect reasonably high levels of participation.

2. Education Sector

Of the 256 respondents, 31% had participated in literacy classes, and of these 79 families 78% said they had learned how to read and write. 13% of interviewed families have children in the New School program; of these, 94% prefer the new school system to traditional schooling. Ninety seven families (38%) had participated in school construction or rehabilitation projects; 26% had participated with the library projects or the provision of didactic materials. Of those who participated in one or more education sector projects, 51% contributed labor, 17% cash, and 16% other resources.

3. Production Sector

Participation levels were much lower in the production sector, with animal vaccination having the most coverage (30% of respondents), followed by demonstration plots (21%), basic grain projects (19%), pigs (19%), and home gardens (18%). The principal forms of beneficiary participation were with labor (75%), money (12%), land (10%), and as production volunteers (4%).

4. Industry and Commerce

Of 256 respondents, 108 (42%) have an industry or commerce project in their community. Of these, 65% listed their community bank, 45% grain silos, 8% chickens, 4% pigs, and 6% other projects.

#### K. KNOWLEDGE, CAPACITY, DEDICATION OF COMMUNITY LEADERS

It has already been observed that training and follow-through are major deficiencies of the SCF program in El Salvador. This has, in turn, severely hindered community leaders in exercising the management and organizational skills crucial to the self-development process. It is noteworthy that community treasurers are perhaps those leaders experiencing the greatest training needs. This applies to treasurers of the potable water committees in the Carpintero-El Sauce project, as well as to those in the CDCs and the community banks.

Among specialized volunteers, the SCF concentration on ten specific behaviors has greatly enhanced the effectiveness of health volunteers. However, it was observed that some volunteers have now mastered the teaching of these behaviors and wish to move on to new skills; thus, the focus has begun to be a limitation on their potential growth. It was observed that many education volunteers have extremely limited formal education, such that they barely have the skills to read and write themselves; this greatly limits their ability to teach others. Finally, it was observed that the CDTAs are not following a wide range of proper cultivation practices; as a result, many production volunteers have nothing new to extend, or may be extending practices which are less than desirable.

Overall, the evaluation found community leaders to be highly dedicated. We found virtually no evidence that leaders have taken advantage of their positions to extract disproportionate benefits for themselves from community projects.

#### L. USE OF APPROPRIATE TECHNOLOGY

In the Health Sector it is patently clear that appropriate technology is being used. Weight and armband controls are very simple, highly visual, and easily understood by parents of malnourished children. Record-keeping formats have been simplified. Oral rehydration therapy stresses a low cost fluid any household can make for almost nothing. The village drug store has provided a simple way of extending drug outreach at very minimal cost. Lorena stoves constitute a highly efficient use of scarce fuel sources.

In the Education Sector, the New School methodology offers unlimited opportunities for students to virtually design learning environments best suited to their potential, their interests, and their practical needs.

### Appropriate Technology (continued)

In the Production Sector, the CDTAs reflect a great deal of improvisation. They lack a clear strategy for testing, documenting, and replicating the most cost-effective practices. In essence, the CDTA's function is to create appropriate technology for subsequent promotion. In practice, the lack of cost controls and management information on CDTA activities cripples their capacity to document anything, whether appropriate or otherwise.

In the Commerce and Industry Sector, community banks constitute a highly cost-effective way of delivering credit to the rural poor. This is essentially a credit education program. Loan amounts are very small to begin with (US\$40-60) but can accumulate rapidly when linked to a concerted effort by the borrowing family to save. In sum, these banks constitute appropriate technology for credit delivery to borrowers in the self-employment stage that precedes micro-enterprise per se.

### M. WOMEN'S PARTICIPATION

It is only necessary to summarize observations made in other sections. Women are now participating actively throughout the SCF program. Most health sector activities are targeted directly at children, but through behavior changes of mothers primarily. Overall, education interventions are tending to favor females slightly more than males. The average level of school attendance is now higher for females (2.2 years) than males (1.6 years). There are now more illiterate men (43%) than women (32%). The woman still lags behind the man with regard to access to leadership opportunities. On the average, 45% of adult male beneficiaries have held a leadership position as compared to 21% for women. With regard to access to agricultural credit, the program's solidary credit groups are predominantly composed of male members. Yet within the community banks, 39% of all members are women. In Impact Area #3 women constitute 63% of all community bank membership, and in a few cases there are banks with exclusively female membership. If current trends continue, community banks will soon serve predominantly female borrowers—in effect, a women's banking system.

### N. USE OF RESOURCES IN REACHING PROGRAM OBJECTIVES

The discussion of resource use efficiency in reaching program objectives was already described in detail in Section A (above). To summarize the conclusions, by sector: (1) Health Sector activities achieved a 117% compliance with PIA targets in 1986/7; this was accomplished with an expenditure of 94% of budgeted SCF resources, and the mobilization of 81% of targeted community resources. (2) Education Sector activities achieved 113% compliance with physical targets, spent 101% of budgeted SCF resources,

Use of Resources (continued)

and mobilized 110% of targeted community resources. (3) Production sector activities achieved 88% compliance with physical targets, spent 84% of budgeted SCF resources, and mobilized 97% of programmed community resources. (4) The Carpintero-El Sauce potable water project is about half-way completed; however, it only spent 22% of budgeted SCF resources in 1986/7 and only mobilized 48% of programmed community resources.

O. COHERENCE OF SECTORAL STRATEGIES WITH O.P.G. OBJECTIVES

1. Economic Development Sector

The 60-month condition is that "...3,000 small farmers will achieve an increase in production and/or real income through credit and/or technical assistance in one or more of the following areas: basic grains, animal husbandry, credit administration, crop storage, marketing, resource conservation, and new small enterprises."

The beneficiary target is not unrealistic. However, given the current limitations of the production sector, it is far more likely that desired gains in real income will not be generated so much from agricultural and livestock enterprises but rather self-employment and micro-enterprise investments financed by community banks, which have tripled in coverage over the last year and can be expected to continue their rapid expansion once bookkeeping and credit committee training recommendations are implemented. Current coverage stands at 650 borrowers (22% of 3,000 target).

2. Social Development Sector

The 60-month condition is that "1,500 village families will have been reached via a comprehensive primary health care program; that there will be a 35% increase in villagers reached by nonformal educational services; that five additional private sector institutions will have been strengthened through courses and exchange visits; and that 8 municipal development councils and 20 sectorally focussed project committees will have been organized."

Already far more than 1,500 families (more like 8,500) have been reached by comprehensive health services already. There has been a significant growth in the percentage of rural children in school. Adult literacy beneficiaries are running about 1,200 per year.

In the opinion of the evaluators, it is highly likely that at least five private sector institutions will adopt one or more innovations developed by SCF under the CBIRD methodology. These replications, however, will most likely occur near the termination of the program. As for the municipal development councils, we consider this an entirely premature initiative and recommend that compliance with the target be excused.

P. INTERNAL AND INTER-INSTITUTIONAL COORDINATION IN RELATION TO THE GOAL OF COMMUNITY SELF-SUSTAINABLE DEVELOPMENT

Overall the level of the SCF program's coordination with other institutions has been mixed. The Health Sector has worked closely with the Ministry of Health to coordinate vaccination efforts; however, coordination with the public health system on other health activities has been negligible. It would appear that the entry of other institutions into the field of latrine promotion--in some cases paying economic incentives--will overlap with SCF promotion efforts. In such cases it is appropriate for SCF to stop promoting the distribution of latrine materials itself, but assist villagers to gain access to latrine resources available from other institutions.

The Education Sector has generally worked rather closely with the Ministry of Education. Such coordination is vital for efforts in the areas of teacher recruitment, certification for new schools, and eventually for broader replication of New School methods.

The Production Sector appears to have sought major coordination with the Agricultural Development Bank; this has yielded important financing for the Multiple Services Cooperative of El Sauce and for solidary credit groups. However, coordination with dependencies of the Ministry of Agriculture appears to have been negligible.

It will be noticed that attempted coordination has been usually project-specific. This may improve project benefits in the short-run, but it will probably do nothing for sustainable community self-development. It is important that community leaders be given the opportunity--and the responsibility--to pursue coordination with external resources. Indeed, following the C-B-A system proposed in this evaluation, one of the criteria for graduation of the community to A status or beyond would be its efforts and success in seeking resources from institutions other than SCF.

Q. REVIEW OF IMPACT INDICATORS

There is very little to criticize concerning the impact indicators per se used by the SCF program. Essentially, they include (1) population and family size, (2) malnutrition in the 0-4 age group, (3) infant and child mortality, (4) percentage of children vaccinated, (5) percentage of school age children in school, (6) adult literacy rate, (7) yield estimates for corn, beans, and maicillo, (8) livestock holdings, and (9) indicators of home construction.

Impact Indicators (continued)

The current list of indicators could be extensively lengthened or its level of detail made more precise, but that is not the critical problem. The real problems are these: (1) Not all indicators are applied in the same way in each impact area. (2) The information is not collected, or at least not tabulated and analyzed, in an opportune fashion. For example, at the time of the present global evaluation none of the impact areas had reported their data to the central office; and as of this writing the data from Impact Area #3 has not yet been reported.

The weakest set of indicators are those attempting to measure yields of corn, beans, and maicillo. The data on these indicators are extremely fragmentary. A separate system of collection is probably required.

RECOMMENDATION: The poor quality of agricultural data reflect the fact that SCF has as yet failed to implement reliable farm record-keeping systems, both at the level of the CDTAs as well as individual farms receiving technical assistance. Recommended formats for on-farm record systems have been included with the technical report for the Production Sector (submitted separately).

#9

RECOMMENDATION: It is suggested that UCAT carefully review the tabulations of impact data received from each area office, identify where inconsistencies have arisen, and prepare a revised set of instructions intended to improve collection and tabulation efforts in the future.

#10

RECOMMENDATION: The impact indicator questionnaires should be carefully preserved, stored at the central office, and some day soon entered into computer storage for more reliable processing and analysis.

#11

R. CAPACITY OF PERSONNEL AND VOLUNTEERS TO FACILITATE BEHAVIORAL CHANGE

1. Personnel

The evaluation found SCF personnel to be generally dedicated, well-motivated, self-critical, anxious to learn and improve their work. We found staff to be non-defensive about problems and weaknesses, and very responsive to constructive criticism. SCF continues to attract specialists and generalists who are highly conscious of their social mission with the rural poor. With few exceptions they display deep respect for the program's beneficiaries, sensitivity for the task of encouraging their participation, and the interpersonal skills for drawing participation from the people. Repeatedly, the evaluators heard stories of exceptional sacrifices made by SCF field staff to meet their commitments to villagers. A few promoters have become virtual legends in their areas; their departure or transfer inevitably causes deep disappointment with beneficiaries.

Given the high quality of SCF field staff, program success is virtually guaranteed. It is far easier to succeed than to fail. The greatest need is therefore channeling and focusing this talent and dedication with increasing effectiveness. We believe the focus on the C-B-A growth path of community self-development will achieve that result.

2. Volunteers

In general, the large majority of volunteers met during the course of the evaluation were found to be dedicated, well-motivated, hard-working, and endlessly eager to learn new skills. It is obvious that most volunteers feel honored to represent their village of origin and feel a deep sense of commitment to not disappointing the expectations of their neighbors.

Two areas of deficiency were detected, however. As mentioned previously, the evaluation documented a tendency for volunteers to assume multiple leadership positions simultaneously. This practice needs to be discouraged, because its effect is to monopolize leadership opportunities among a few individuals. The second was the tendency for SCF staff to use the volunteer as the primary, and sometimes exclusive, contact point with village residents. This kind of special relationship tends to undermine the function and effectiveness of the CDC and specialized committees.

RECOMMENDATION: To the extent feasible, SCF promoters should program their visits to communities on a fixed schedule—e.g., first monday of every month—to maximize the opportunity for the full membership of community committees to meet with them, and not just the volunteer. As a general norm, it is always preferable to create two volunteers than to have one volunteer conduct double functions. The goal must always be that of creating a steady growth in the number of local leaders.

## S. PROGRAM SUPERVISION

### 1. Top-Down Supervision

The evaluation found the administrative coordinators to be generally quite effective as supervisors. As a rule, they show adequate if not exceptional inter-personal skills, respect for volunteers and community leaders, good communication with subordinates, and a responsiveness to subordinate needs. On the negative side, the evaluation found the coordinators to be very over-burdened with detailed clerical work that could easily be handled by a secretary or assistant. Furthermore, the quality of impact area office reporting leaves much to be desired. Quarterly reports tend to be thinly detailed, prepared with little consistency from one area office to the next, are usually submitted late, in some instances are not even formally written but rather called in. Overall, the SCF information system shows exceptional potential, and the quality of the AIP reporting has improved steadily; yet major compliance difficulties remain, and their solution is the responsibility of the administrative coordinators.

Supervision by the central office (Program Manager and UCAT) was found to be deficient in a variety of important areas. SCF has allowed vacancies to exist in the advisor positions for Production and Industry & Commerce sectors for periods of up to two months; and the quality of program performance suffered accordingly. The Program manager has not visited impact areas #1 and #3 since October 1986. Most advisor visits to the field only go as far as the impact area office; the advisors rarely travel to the community level to supervise program activities. The supervisory visits by UCAT advisors were observed to have an informal, improvised quality. The purpose of such visits, their desired activities and outcomes, are seldom clear to subordinates. What is needed is a formal supervisory visit report that gives both parties a record of the visit and makes explicit expectations for improvements or next steps.

### 2. Bottom-Up Supervision

There is general clarity about the need for supervision from the top-down. But ultimately, it is the communities themselves that need to recognize their right to supervise from the bottom-up. Particularly within the CBIRD methodology, it is appropriate that assisted communities learn to document the frequency and quality of technical assistance visits made by SCF field staff. To this end, every community should have a notebook for recording visits by SCF personnel and other external advisors, and for recording in writing the specific recommendations left by those visitors.

### 3. Attitudes Toward Supervision by Subordinates

As mentioned previously, field staff of the SCF program appear to be well-motivated, dedicated, non-defensive about constructive criticism, and anxious to improve the quality of their work. There exists, nonetheless,

Supervision (continued)

a generalized feeling of dissatisfaction expressed by field staff toward the quality and frequency of supervision and technical assistance received from the central office. The complaints include (1) insufficient supervisory visits, (2) visits that rarely go beyond the impact area office to the community level, (3) lack of clarity in the objectives of supervisory visits, and (4) a general confusion of chain of command between UCAT personnel and the Program Manager. During the last year, the frequent absences of the National Director to cover the SCF program in Honduras contributed to a vacuum of leadership and confusion among field staff regarding who was authorized to give them orders. This problem is seen as a temporary one. The nomination of a manager (gerente) exclusively in charge of the OPG is seen as a way to consolidate anew a clear chain of command.

RECOMMENDATION: It is suggested that each UCAT advisor be required to comply with a variety of explicit criteria in the planning of supervision schedules, and that compliance be reviewed directly by the National Director or his designated representative. Suggested criteria include (1) at least one visit per month to each impact area, (2) supervise activities in at least two communities per visit, and (3) conduct at least one staff training activity on each visit.

#12

RECOMMENDATION: Every assisted community should have a recommendations and visitation notebook. It would indicate the date and duration of the visit, summary of recommendations, and signature of the visitor. The notebook would be kept by the CDC.

#13

RECOMMENDATION: As a matter of highest priority, SCF should fill the advisor positions for Production as well as Industry and Commerce.

#14

RECOMMENDATION: Quarterly reporting formats from the impact area offices should be standardized. Two new sections should be added: (1) inter-sectoral activities completed, and (2) supervisory visits received. Each sector should make specific reference to training activities conducted during the period. The quarterly report by each impact area office should be typed, dated, stamped for day received, and submitted within 15 calendar days of the termination of the period reported.

#15

#### T. EFFICIENCY OF TECHNICAL ASSISTANCE DIRECTED TOWARD COMMUNITIES

This subject has been covered under a variety of other headings. To summarize some of the principal findings of the evaluation: (1) the volume of training activities has been generally insufficient; (2) training events have been more frequent in the health and education sectors, but far below adequate in the production sector; (3) SCF personnel should concentrate on the training of volunteers, leaving these to train the beneficiary population at large; (4) training of treasurers has been lagging and must be intensified; (5) training should be seen as the highest priority responsibility of SCF personnel, at all levels; (6) SCF should intensify its use of community leaders and volunteers as trainers of other leaders from neighboring communities; and (7) a major emphasis should be given to the development of written materials to reinforce information and skills introduced verbally.

Overall, it can be concluded that technical assistance to the communities by SCF personnel has been modestly efficient, but with much room for improvement. The single action that can increase technical assistance efficiency the most would be the preparation of written materials to reinforce training messages. The more reference materials available to trainees, the more training responsibility can be transferred to the volunteers and away from the promoters.

#### U. THE \$600,000 ISSUE

The budget of the Carpintero-El Sauce potable water project was increased by US\$600,000, but with no corresponding increase in the total budget of the OPG. Subsequently, by a design change that replaced conventional tubing with PVC pipes, a reduction of US\$178,000 was achieved in the project budget. There remains a balance of US\$422,000 that must be covered either by (1) increasing the size of the OPG by that amount, or (2) reducing the budget of other program sectors. The questions are: Will it be necessary to increase the size of the OPG, and if so by how much? And if the OPG is not increased, what will be the net impact on the other program sectors?

The total OPG resource commitment by AID is US\$3,648,888. Of this amount, US\$3,200,000 had been obligated as of June 30, 1987, leaving a balance of US\$448,888 to obligate. Furthermore, as of June SCF had submitted documentation for accumulated expenditures for US\$1,828,337. This leaves an unspent balance of US\$1,371,663. Combining both unspent resources and the funds still to be obligated, SCF would have US\$1,820,225 to complete the OPG over the remaining two years. This result can be summarized more succinctly as follows:

-Total OPG resource commitment by AID	US\$3,648,888
-Total funds obligated to date	<u>(3,200,000)</u>
-Funds pending obligation	448,888
-Total funds obligated	US\$3,200,000
-Accumulated expenditures	<u>(1,828,337)</u>
-Unspent obligated resources	1,371,663
-Funds pending obligation	448,888
-Unspent obligated resources	<u>1,371,663</u>
-Funds available to finance last two years	1,820,225

Now then, according to the OPG five-year budget, the expenditures of AID and SCF for the last two years were supposed to total only US\$1,575,261, as follows:

<u>Year</u>	<u>AID</u>	<u>SCF</u>	<u>Total</u>
4	\$631,562	\$320,300	\$951,862
5	<u>398,999</u>	<u>224,400</u>	<u>623,399</u>
	1,030,561	544,700	1,575,261

At first glance it would appear that there are enough resources to complete the OPG without a serious shortfall. However, due to deferred expenditures of the Carpintero-El Sauce project, which have been passed to the coming year, the budget for the AIP 1987/1988 (fourth year) is US\$1,623,500. If approved and spent as programmed, this will leave only US\$197,162 for the fifth year. The estimated real shortfall is therefore US\$426,237, as follows:

-Funds available to finance last two years	US\$1,820,225
-Funds requested for AIP 1988	<u>(1,623,500)</u>
-Funds available for fifth year	196,725
-Fifth year OPG budget	<u>(623,399)</u>
-Projected shortfall	(426,237)

The estimated impact of such a shortfall can be presumed not only serious but potentially disastrous. Integrated rural development is a process with a slow gestation but gathering momentum. In the first years the observable results of sustained self-development are minimal. It takes years to groove leadership skills, overcome early mistakes, and finally implement what has proven most successful. Thus, the fourth and fifth years are by far the most critical to achieving rapid growth and replication of project benefits. To withdraw resources at the very end of the process can thus short-circuit the entire investment.

RECOMMENDATION: AID should increase the size of the OPG by the amount of expected budget shortfall, i.e. by US\$426,237.

IV. SECTORAL ANALYSIS

A. HEALTH SECTOR

1. Incorporation of Health Conducts by Beneficiaries

There has been a high degree of incorporation of health conducts by program beneficiaries. The impact evaluation estimated that of the 11,125 potentially reachable by the program in the 89 communities currently served, about 76% have actually been impacted, or about 8,455 families. The majority of these households have received more than one health service. It was documented that 57% of all families interviewed have children between the ages of 0 and 5 years of age; this would indicate the core target population--estimated at about 6,340 households.

The impact questionnaire measured both coverage of specific health services, and whether it was perceived to have had a beneficial impact on family health. The latter question is considered a reasonable proxy for incorporation of the health behavior. The results can be summarized as follows:

<u>Behavior</u>	<u>C O V E R A G E</u>		<u>PERCEIVED BENEFICIAL</u>	
	<u>Percent</u>	<u>Families</u>	<u>Percent</u>	<u>Families</u>
1. Vaccination	76%	4,818*	72%	4,565
2. Deparasitation	76%	4,818*	69%	4,375
3. Oral rehydration	53%	3,360*	53%	1,782
4. Village drug stores	63%	7,009	76%	5,327
5. Nutrition classes	39%	4,339	Unknown	-
6. Weight control of infants	69%	4,375*	35%	1,531
7. Home gardens	57%	6,341	Unknown	-
8. Access to clean water	30%	3,334	Unknown	-
9. Latrines	28%	3,115	56%	1,744
10. Garbage disposal	-	Unknown	-	-

\* Unless indicated by asterisk, coverage calculated as a percentage of total families (11,125). Asterisk indicates coverage as a percentage of families with children aged 0-5 years.

2. Impact on Child Survival

Impact data collection is still too fragmentary to estimate with great reliability changes in child survival. There has been a perceptible decline in Impact Area #1 from 144 to 117 deaths per thousand. For other areas the data is still too fragmentary (see p.14).

Health Sector (continued)

3. Unit Cost of Health Services

The cost per family of health services is estimated at ƒ93.13 (US\$18.63) per household (see Annex D). Of this amount, ƒ50.81 (US\$10.16) corresponds to SCF resources, and ƒ42.32 (US\$8.46) to community resources.

4. General Achievements of the Health Sector

In priority order, the principal achievements of health sector activities are perceived to be the following:

- Unit costs of the Health Sector are the lowest of the SCF program.
- Very high coverage was achieved with the vaccination program, together with good coordination with the Ministry of Health.
- Deparasitisation activities have achieved high coverage and beneficiary acceptance.
- The village drug stores represent the closest health service available to the communities. Coverage is relatively high and the service well appreciated by residents.
- Clean water activities are very well received among beneficiaries
- With the exception of home gardens, the sector's compliance on performance targets has been excellent.
- Recommendations of the previous evaluation were carried out.

5. Deficiencies of the Health Sector (in priority order)

- The infant weighing program has not been well-received by mothers of malnourished babies. Rather than recommendations, they want immediate help in rescuing their child from malnourishment.
- There exists considerable under-recording of program activities due to problems of community-level data collection plus lack of consistency in targets between one impact area and another.
- The ten health conducts have been learned by some health volunteers and they now want to up-grade their skills further; but program training remains targeted only on the ten behaviors.
- Except for vaccination activities, coordination with the Ministry of Health has been very low.

Health Sector (continued)

-The collection of baseline study and impact data are seen as a central office requirement, and not as information communities can use for their own planning.

6. Recommendations for the Health Sector (in priority order)

RECOMMENDATION: #17 The first of the ten health conducts—family health record-keeping—has not been fully incorporated. The formats need to be systematized and the participants more strongly motivated to keep these records.

RECOMMENDATION: #18 In coordination with the Production Sector, a promotion plan for home gardens needs to be designed and implemented.

RECOMMENDATION: #19 The CEN should only service mothers of malnourished children, or at least give these mothers priority attention with regard to their services and resources.

RECOMMENDATION: #20 Scales for infant weighing need to be calibrated every two months. Also, weighing techniques of health volunteers should be tested periodically.

RECOMMENDATION: #21 Going beyond diagnosis of malnutrition, it is necessary to help communities design a series of immediate action steps to rescue malnourished children. This response system should be coordinated through the CEN.

RECOMMENDATION: #22 In coordination with the Production Sector, it is recommended that soybean crops be promoted at the village and CDTA levels, and that soybeans be introduced into nutrition recipes.

RECOMMENDATION: #23 To the extent possible, deparasitation activities for humans should be coordinated with deparasitation of livestock; otherwise, vectors will simply shift from one host to the other.

RECOMMENDATION: #24 Deparasitation pills should be sold to beneficiaries, never given away.

RECOMMENDATION: #25 The prices of medicines sold by the village drug stores should be increased by at least 10% to partially offset losses through inflation, spillage, breakage, etc. Communities should be encouraged to gradually convert these stores into fully self-financed services.

RECOMMENDATION: #26 Village drug stores need much more supervision, and their managers more training. Every botequin should receive a supervisory visit at least once every three months.

Health Sector (continued)

RECOMMENDATION: An effort should be made to coordinate activities more closely with the Ministry of Health, for example to obtain supplies of rehydration salts.  
#27

RECOMMENDATION: A study should be conducted of the acceptance of pregnancy spacing activities. Strong opposition to this one activity (by church or even community leaders) could jeopardize the acceptance of the entire SCF program.  
#28

RECOMMENDATION: Such is the demand for health service supervision that the single UCAT advisor can not satisfy it alone. A second health advisor is needed—one to cover impact areas #1 and #3, the other #2 and #4.  
#29

RECOMMENDATION: Throughout the Health Sector, it is important that, in all training and service activities, drugs be identified by their generic names, not commercial brand names.  
#30

RECOMMENDATION: SCF need not promote latrines in areas already covered by other institutions; better yet, it should serve as a broker, putting villagers in contact with the resources offered by other organizations.  
#31

RECOMMENDATION: There exists ambiguity in the definition of functions between specialists and generalists within the Health Sector. The distinction needs to be clarified, along with norms for their training and supervision.  
#32

B. EDUCATION SECTOR

1. New School Program

Of 256 families interviewed, 13% have children in the New School Program. All found the program to be highly beneficial, and 94% were of the opinion that the New School Program was clearly superior to traditional education. The evaluation found that a very diligent program of teacher training has begun, spreading from Ilobasco to El Sauce (22 teachers trained) and San Alejo (19 teachers trained). Coordination with the Ministry of Education is regarded to be adequate.

2. Adult Literacy

Overall, in the formation of new literacy circles SCF program compliance was 84% of its targets for 1986/1987. Compliance was clearly superior only in Ilobasco, where 67 circles were formed (108% of target) reaching 960 beneficiaries (216% of target). In contrast, El Sauce organized only seven circles (70 beneficiaries) and San Alejo only six (with 148 beneficiaries).

Education Sector (continued)

Relative to the demand, the volume of literacy services in the latter impact areas can be considered inconsequential. The impact evaluation documented that 43% of adult men and 32% of adult women in the program area are still illiterate. This suggests a total population of about 12,700 adults who need this service. The AIP for 1986/87 only lists 1,178 beneficiaries of literacy activities, or about 1 adult out of every 11. Because abandonment statistics are not kept, the real impact--i.e., how many adults who attend literacy classes actually learn to read and write--is probably far less.

3. Children and Youth Activities

The volume of activities of a general nature, directed at children and youth, were rather modest. They include (1) educational excursions--3 (in San Alejo only) involving 270 children; (2) sports tournaments--3 involving 1,200 children; (3) cultural contests--6 involving 41 schools and 1,000 children (San Alejo only), and (4) celebration of Children's Day, which involved 30 schools and 3,382 children (San Alejo only). It will be readily seen that the above activities were not generalized within the SCF program impact areas.

The evaluators decline to pass judgement on the importance of such activities per se in stimulating youth education. We do feel, however, that they are at best complimentary (and therefore of lower priority) when compared to activities such as school construction, school repairs, creation of teaching materials, and contracting of teachers.

4. Greater Access to Education

While still fragmentary, the impact data collected by SCF personnel and community volunteers indicate that program activities have definitely had a positive impact in improving access to education. In Impact Area #1, the percentage of school-age children in school has grown from 58.1% to 62.1%. In Impact Area #4, the percentage of girls in school has risen from 57% to 59.9% for girls, and from 49% to 54.9% for boys.

5. Vocational Education

According to available documentation, the area of vocational education is virtually untouched by SCF. In 1986/87 only one vocational workshop was created (benefitting 20 students) in San Alejo; 12 had been programmed. The other impact areas programmed no vocational education activities. The two subjects that rural people would most like to study in vocational education are sewing and tailoring (for women) and carpentry (for men). In third place is literacy training. While covered by another type of educational activity, it is nonetheless worth exploring how vocational education could be combined with literacy training to create a powerful additional incentive for attendance.

## Educational Sector

### 6. Unit Costs

The cost per family of educational services is estimated at Q109.23 (US\$21.85) per year (see Annex D). Of this amount, Q59.65 (US\$11.93) corresponds to SCF resources, Q44.19 (US\$8.84) to community resources, and Q5.39 (US\$1.08) to "other" courses. At Q109.23, Health Sector services are the next least cost activity of the SCF program, after those of the Health Sector.

### 7. General Achievements of the Education Sector

- The Education has achieved significant improvement in the quality and quality of its compliance with programmed targets listed in the AIP (compare AIP 1985/6 and 1986/7).
- SCF has entered an important new phase: supporting qualitative improvements in education—via curriculum reform and general youth activities—that go beyond the quantitative targets of school construction and repair.
- Although initially an unprogrammed activity, the New School Program has enjoyed solid success and is now being expanded to other impact areas.
- The Accelerated School for Adults in Ilobasco has achieved a impressive integration of volunteers and students; it has also integrated New School concepts into its curriculum.
- SCF's literacy training activities have had a major impact on leadership preparation throughout the program, for many of the first literacy teachers have now gone on to assume volunteer positions in other sectors, and so too with many of their students.
- The Education Sector has demonstrated reasonably high compliance with its physical targets.

### 8. Deficiencies of the Education Sector

- There is a lack of standardization in indicators of Education Sector activities between area offices. Important indicators for measuring the quality of educational services have been ignored—for example, desertion rate, repeat rate, etc.
- There is considerable variation between area offices in the number of activities programmed. For example, Ilobasco measured only 12 activities in 1986/7, while San Alejo y El Sauce covered 21 activities or indicators.

Education Sector (continued)

- Field supervision has been more frequent in the Education sector than in others, and the advisor has made an effort to reach the community level; nonetheless, supervisory visits display an improvisational quality, lacking clarity in objectives, actions to meet objectives, and specific results or next steps to be taken.
- Given the rapid growth of New Schools, there are now 45 of them, all requiring rather extensive supervision in their start-up phase, not to mention technical assistance and training. Current staff resources are insufficient to supply these inputs.
- Many literacy instructors were noted to have excessively low levels of formal education (2-3 years), which is a disadvantage in stemming desertion and/or effectively performing the literacy training job.
- Literacy circles reflect extremely low target levels relative to the acute demand for this service among rural men and women.
- A registry of persons who have graduated from literacy training does not yet exist. It would be invaluable to measure program effectiveness, to identify new community leaders, etc.
- The key words (palabras generadoras) method lacks support material from the different program sectors. Here is perhaps one of the greatest opportunities for inter-sectoral cooperation.
- The leadership training program of the Health Sector needs to be consolidated extensively with didactic materials, instructives in different subjects, teacher guides, etc.

9. Recommendations for the Education Sector

- RECOMMENDATION: Performance indicators should go beyond number of participants to measure qualitative results of education activities, e.g. no. of literacy circle graduates (able to read and write).  
#33
- RECOMMENDATION: The Education Sector needs to coordinate with all other program sectors to elicit contributions of key words and back-up materials to support the palabra generadora methodology.  
#34
- RECOMMENDATION: A supervision visit instrument should be designed which clarifies objectives of the visit, technical aspects and recommendations, and next steps to be taken.  
#35

Education Sector (continued)

RECOMMENDATION: #36 The New School Program requires a national-level advisor who will supervise and provide technical assistance to it on a full-time basis.

RECOMMENDATION: #37 Targets for literacy circles need to be doubled and tripled. AIP targets should clearly specify cumulative results, indicating existing circles/beneficiaries versus new circles organized.

RECOMMENDATION: #38 To lower the literacy desertion rate, it is suggested that the board of directors of each circle contact desertors to encourage their reincorporation to the process.

RECOMMENDATION: #39 A registry of literacy graduates is needed. It should specify (1) graduation date, (2) name of teacher, (3) location of the circle, and (4) names of graduates.

RECOMMENDATION: #40 A study should be conducted to identify the training needs of community leaders. Based on this study, SCF should prepare a systematic training curriculum to meet those needs, and reinforced by specialized didactic materials (instructivos campesinos, etc.)

RECOMMENDATION: #41 At least one or more qualitative indicators need to be designed to measure the progress of assisted communities along the self-development path. The C-B-A typology may be useful to this effort. Annually SCF should be able to identify how many communities are at each stage.

C. PRODUCTION SECTOR

1. CDTA Efficiency

The CDTAs have been organized (there are three of them), but very little else can be reported about them in terms of positive accomplishments. It was found by the evaluation that the CDTAs are conducting many practices incorrectly; these apply to planting distances, fertilization, disease control, weed control, and others. These centers require extensive technical orientation in crop-specific technology, but they also need equal guidance in management tasks. They have yet to institute cost controls, measurement of yields and income, or attempt to become self-financing through the sale of their own production. As presently structured and implemented, the CDTAs are not now nor ever will support the production objectives of the OPG.

Production Sector (continued)

2. CDTA Self-Sufficiency

There are a variety of strategies for making the CDAs self-sufficient. They range from least-participative to most-participative. At the first extreme, SCF could simply rent each property to one or more farmers at the prevailing market rate per manzana or hectare. The proceeds from such rentals would then be used to finance technical training events in the participating communities. Second, SCF could operate the properties as commercial ventures, hiring a manager to supervise operations; net proceeds from the sale would be used to finance technical training events with communities. Neither of the first two options necessarily contemplate use of the properties themselves as a technology demonstration center, rather as a simple income-generating activity.

A third option would be to parcel the properties out into convenient units (manzana, hectare, or fraction thereof. SCF would then entertain "bids" submitted from adjacent villages (as a collective activity) or individual farmers. In essence, each bid would be a proposal from the offerer describing (1) how the crop lot would be used (crop mix, etc.), (2) expected cost, (3) expected yields, and (4) expected income. Offerors with the most innovative or economically promising projects would be approved to lease crop lots. A special award would be given the farmer or community which came up with the most profitable enterprise per crop--e.g, the best corn yield, the best bean yield, the best fruit crop, etc. Offerors would be responsible for fully documenting all their costs, yields, and income.

A fourth option would be to run option three, but make SCF a partner in the enterprise. In other words, of the proposals selected by bid, SCF would enter into a share crop arrangement with each offerer. For any given plot the partners would split the costs and split the income from sale of harvest.

3. Diversification

Most of SCF's efforts in farm diversification have been in the area of animal husbandry, not crops. The principal livestock projects include milkgoats, rabbits, and beekeeping along with varietal upgrading of pigs, cattle, and chickens. Possibilities for further diversification in non-traditional crops include achiote, oregano, okra, maranon, loroco, pineapple, and soybeans. But prior to the introduction of such crops, each will require a study of its market potential.

Production Sector (continued)

4. Microenterprise

To date virtually all micro-enterprise investments financed by community banks have been in (a) basic grains, (b) small livestock, or (c) commercial activities. It has been documented that the least profitable, highest risk, and longest pay-off investment for borrowers from community banks is to spend their loan on the family milpa (subsistence plot). Invariably, such investments are made by men. When women borrow from the community bank, however, they are most likely to invest in chickens and pigs. Such investments mature more quickly, are less risky, and can be conveniently managed by the housewife without leaving her home. A few borrowers have increased the value added of their production by butchering the pigs or poultry (destase) prior to sale.

However, the fastest economic return, least risk, and most profitable operations financed to date with microenterprise loans from community banks have been commercial activities. These include (1) buying and selling vegetables, (2) buying/selling fruit, (3) making and selling clothes, (4) buying/selling baskets and mats, (5) making and selling baked goods, tortillas, pupusas, etc.

5. Unit Costs and Yields

CDTC record-keeping on crop yields and income is virtually non-existent. SCF collection of impact data is supposed to cover corn, bean, and maicillo yields, but it was not yet available at the time of the evaluation. Reliable documentation of costs, yields, and income for principal crop enterprises impacted by the SCF program is an enormous task, one well beyond the scope of the present evaluation. Such documentation must await the creation--carefully and systematically--of farm record-keeping systems. Rural Development Services Inc. has extensive field experience designing and teaching farm record-keeping systems to peasants. The firm has even designed visual record-keeping formats which would allow illiterate farmers to keep such records. Once in place, such information systems can generate remarkably detailed and reliable data at virtually no cost. Farmer acceptance of such systems tends to be enthusiastic.

6. Impact Income of New Crops

There is no information currently available in the SCF program, nor in the impact survey conducted for this evaluation, to answer this question. Given the severe drought conditions that have effected agriculture in El Salvador in the last two years, combined with the lack of direction and effectiveness of the Production Sector within the SCF program, it is highly likely that the program has had no positive income impact on participating families. In any event, even if a positive impact occurred, it simply can not be documented given the information available to the SCF program at this time.

Production Sector (continued)

7. Unit Costs

The total unit costs per family of Agricultural Sector activities are estimated at Q296.37 (US\$59.27) per year. This estimate appears to be unusually high. It is three times higher than the unit cost of health services and almost three times higher than education services. Given the inferior performance and target compliance of the Production Sector relative to the other two, not to mention its inability to measure final results, one might conclude that the program investment in production sector services is highly cost-ineffective.

When the unit cost figure is broken down we find that only Q75.90 (US\$15.18) or 26% of the Q296.37 cost per family corresponds to SCF resources. However, a huge Q220.47 (74%) of the total cost per family corresponds to resource contributions by participating communities. Furthermore, through June 1987 the Commerce and Industry Sector constituted a sub-sector of the Production Sector. Community banks alone account for 21% of SCF expenditures and 4% of community resource contributions (see p.51).

8. General Achievements of the Production Sector

- SCF has organized an estimated 90 solidary credit groups, benefiting an estimated 650 farmers.
- The organization of the Multiple Services Agricultural Cooperative of El Sauce is an important achievement. In less than a year it has gained 216 members and a credit line from the Agricultural Bank of Q893,220 (US\$178,644).
- Women have been incorporated into the productive sector via such activities as fowl, pigs, goats, rabbits, home gardens, and bakeries.
- 131 silos for basic grain have been installed. These structures are very important to assisting rural families manage both their subsistence stocks and marketable surpluses of basic grains.
- Reforestation and soil conservation activities have begun in all three impact areas.
- The impact areas of El Sauce and San Alejo have worked very hard in animal sanitation and vaccination activities. In the former area, nearly 5,000 animals have been vaccinated. In San Alejo, 7,230 head of cattle, 1,200 pigs, and over 10,000 fowl have been vaccinated.

Production Sector (continued)

9. Deficiencies of the Production Sector

- The CDTAs are not employing correct crop cultivation practices in many areas including planting distances, fertilization, fumigation, weed control, etc. In general, the CDTAs have not been exposed to sufficient and consistent technical guidance from SCF.
- The CDTAs are not using cost controls, and have not developed farm management information systems to measure costs, yields, income, or market sales.
- The CDTAs have not become financially self-sufficient, which was the original objective.
- The planning of crop enterprises by the CDTAs is deficient. There does not exist much clarity concerning the production potentials of neighboring communities.
- The CDTAs do not employ comparison plots, and there is lacking a strategy for replication of proven results. This has not yet become critical, however, because the CDTAs have yet to generate any replicable technology, or the data to document what is or is not potentially replicable.
- Technical assistance to the Production Sector by the UCAT has been seriously deficient at the CDTA and community levels. The post of Production Sector advisor has gone vacant for six months.
- Production Sector activities have generated very little crop diversification, particularly in San Alejo and Ilobasco.
- Virtually nothing has happened in the important technical area of marketing. Without this component, all yield-increasing recommendations are potentially dangerous, and certainly premature.
- The evaluation was unable to document use of certified seed. Use of criollo varieties is causing seed reversion. Proven varieties of corn and maicillo (CENTA 31 and CENTA M-3B)--both adapted to dry conditions--have not been introduced.
- Targets for soil conservation and reforestation are very low to begin with, and compliance only 24% of targets. For lack of adequate technical assistance, tree nurseries are being promoted at the wrong time of year.

Production Sector (continued)

- Women have not been sufficiently incorporated into Production Sector activities in El Sauce.
- The swine breeding program in El Sauce is deficient in that it is first necessary to upgrade the breed of the sows.
- In both El Sauce and San Alejo, inadequate attention has been given to upgrading cattle breeds.

10. Recommendations (in priority order)

- RECOMMENDATION: #42 In support of an effective implementation plan for the CDTAs, a study should be conducted of the production potential of assisted communities in each impact area. Such a study could be undertaken by Production Sector volunteers with the support of SCF specialists and the national advisor, if or when hired. The purpose of the study would be to identify those crops and practices most suitable to each impact area, and testable at the CDTA..
- RECOMMENDATION: #43 In all trials at the CDTA, it is urgent to implement that farm management record-keeping be conducted to accurately measure costs, yields, and income. Some suggested formats for those controls are included in Annex E.
- RECOMMENDATION: #44 In the planning of crop trials at the CDTAs it is necessary to emphasize crops of demonstrable profitability, and which will also allow the CDTAs to become self-financing. This means some, if not all crops, should be planted on as close to commercial scale as possible.
- RECOMMENDATION: #45 SCF is urged to consider the CDTA self-sufficiency options suggested on page 44. Any one of these options could be tested on a portion of CDTA property and then, if successful, extended to the entire area.
- RECOMMENDATION: #46 To be effective replicators of technology, Production Sector volunteers must participate in all stages of its development to fully understand and explain its rationale. This includes (1) the study of local production potentials, (2) choice and planning of specific crop projects, (3) systematic participation in land preparation, planting, cultivation, and harvesting stages, (4) complete crop record-keeping, and (5) design of a replication strategy.
- RECOMMENDATION: #47 Women in El Sauce should be offered more opportunities to participate in community banks, microenterprises, and home gardens. The home gardening promotion should be coordinated closely with the Health Sector.

Production Sector (continued)

RECOMMENDATION: It is first necessary to improve the breeds of sows before continuing with the swine breeding program in El Sauce.  
#48

RECOMMENDATION: In considering non-traditional crops for trial at the CDTAs, the following are worth attention: achiote, oregano, maranon, lorócro, pina, vegetables in general, and soybeans. All potential crops should have a marketing study completed on them.  
#49

RECOMMENDATION: In improving the breeding program for milk cattle, it is suggested that criollo cattle be first crossed with brahman, then that cross with holstein. For beef cattle, the sequence should be criollo with brahman, and that cross bred once again with brahmin.  
#50

D. INDUSTRY AND COMMERCE

1. Women's Participation

The participation of women in community banks has now reached 39% of their total membership. Their participation is highest in El Sauce with 63% female membership. Overall participation is lowest in San Alejo at 30%; however, three of the 11 community banks (Piedra Gorda, Agua Fria, and Crucilal have 100% female membership. In Ilobasco female participation reaches 37%.

It is anticipated that female participation in the community banking program will continue to increase. As mentioned previously (p.45), women tend to use their loans for more profitable investments than men. While men almost invariably invest in the milpa, women engage in fast turn-over investments. By reducing loan repayment periods from one year to only six months (which is too short for agricultural cycle investment in most cases), SCF can make sure that the majority of available loan resources will fall into the hands of women. Gradually, the community banking program could, and we believe should evolve, into a women's banking system.

2. Impact of Community Banks

Of the 256 families who were interviewed for the impact evaluation, 108 (42%) belonged to a community bank. Of these, 80 families or 78% held the opinion that their household had been benefitted by the bank. Principal reported uses were pigs, commerce, and purchase of inputs.

In the February study, community bank evaluators Hatch and Padilla documented ten investment profiles. These provide a representative sample of results, so they are presented below:

-Mario Hernandez, used a \$60 loan to purchase pigs, made a profit of \$47 equal to 23.5 days of employment.

-Maria Milagro used \$40 for buying and selling vegetables, made a net profit in four months of \$106.40, equal to 53 days of employment.

### Industry and Commerce (continued)

- Rosa Beltran took \$60 in loan to buy and sell vegetables. In four months her net profit was \$137, equal to 68.5 days of employment.
- Maria Amparo Cruz invested \$40 in fruit trading, earned net income of \$89 in four months equal to 44.4 days of employment.
- Juana Beltran took \$40 in loan and started a tortilla business which allows her a daily net income of \$1.80 for six hours of work.
- Victorina Chavez, who began with \$40 of credit, parlayed her investment into a sewing and clothing business that earns her about \$246 per month.
- Josefa Garcia, a widow, used a \$40 loan to start trading in baskets and mats. She now nets about \$3-4 per day.
- Pedro Salvador invested \$72 of credit in his milpa, but barely managed to earn a net income of \$20 (equal to 10 days of employment) over a six month period.
- Angelito Flores used his \$40 loan to start a business of butchering pigs. In four months he cleared \$92.80, equal to 46.5 days of employment.
- Alfredo Fuentes makes rooftiles behind his house in two batches per week totalling 1,000 tiles. Each batch earns him a net income of \$50. He paid off his first village bank loan of \$40 with the profits of his first batch.

These examples do not include member savings, which is growing at a rate of about 20% of the loan portfolio each lending cycle. Most of the borrowers reinvest most of their profits to expand their business or evolve into a more profitable one. But many report improvements in the family diet, house improvements, school uniforms and supplies for their children. Most important, the greatest benefit of the loans is the dramatic change in the self-image of borrowers. Many now understand that poverty is no longer inevitable, that by simply saving and using gradually increasing amounts of credit, they can ratchet themselves out of poverty.

### 3. Loan Portfolio

The total loan portfolio of community banks in the three impact areas is estimated at  130,388 (US\$26,078). In El Sauce, the portfolio amounts to  23,250 (US\$4,650) distributed among four banks and 93 borrowers. In addition to the community banks, there is the multiple services agricultural cooperative with 216 members and a loan portfolio (credit line) of  893,220 (US\$178,644). In San Alejo, 11 community banks and 223 members share a loan

Industry and Commerce (continued)

portfolio of 44,138 (US\$8,828). In Ilobasco, the estimated loan portfolio stands at 63,000 (US\$12,600), distributed over eight community banks and 333 members. The delinquency rate for the program overall is currently estimated at about 15%, which is remarkably low considering how little technical assistance and supervision this program has received.

For the record, SCF's largest community bank program is outside the scope of this evaluation--in Impact Area #2. That region boasts 18 community banks with a combined membership of 478 borrowers. The portfolio is estimated at 116,500 (US\$23,300).

4. Unit Costs

Until June 1987, the Industry and Commerce Sector was included in the Production Sector. A total of 120,000 (US\$ 24,000) was budgeted in SCF resources for community banks, and another 66,320 (US\$13,264) was to be mobilized in community resources. Unfortunately, because of the sub-sector nature of the activity, financial compliance was not documented but rather included in that of the Production Sector. The latter achieved a compliance of 84% financial compliance with its SCF budget and 97% with its community resources budget. Assuming those same percentages held for the sub-sector of Industry and Commerce, we would be able to estimate a unit cost for community banking of 257 (US\$51.40) per family.

<u>SCF Resources</u>	
-Programmed in AIP 86/87	120,000
-Spent	100,800
-Compliance	84%
-Estimated borrowers (families)	649
-Unit cost per family	155 (US\$31)
<u>Community Resources</u>	
-Programmed in AIP 86/87	66,320
-Mobilized	64,330
-Compliance	97%
-Estimated borrowers	649
-Unit cost per family	<u>102</u> (US\$20.47)
Total Unit Cost	257 (US\$51.40)

It should be remembered that virtually all of the unit cost of community banks represents capitalization of revolving loan funds that rotate endlessly in the communities. This is a very different cost item than those incurred by the other sectors, which are one-time expenditures that will never be recovered.

Industry and Commerce (continued)

5. General Achievements of the Industry and Commerce Sector

-The community banks have achieved a high and growing percentage of women's participation.

-The community bank concept enjoys considerable support among beneficiaries, and 75% of those who participate in them believe they have benefitted their families.

-With 23 community banks within the three impact areas evaluated, plus 18 more in impact area 2, SCF has promoted a total of 41 community banks and thereby directly benefitted 1,127 families.

-Despite inadequate technical assistance, training, and supervision to this sector, loan repayments are running at least 85% in all impact areas.

-Several community banks have been very successful and now serve as precedents for other banks to follow. Examples include Barahona, Chapernal, y Crucillal.

-The Multiple Services Agricultural Cooperative of El Sauce has been very successful to date, having achieved 216 members and a credit line of Q893,220 (US\$178,644) within its first year of operations.

-Community bakeries and the pottery center in Impact Area #4 show great potential; also promising is the factory of ceramic stoves in Impact Area #3.

6. Deficiencies of the Industry and Commerce Sector

-Some community banks, particularly in Impact Area #3, have not received funds to complete their basic equipment: file cabinet, calculator, stapler, etc.

-Despite the recommendations of the Hatch-Padilla evaluation, most of the community banks have not completed their missing documentation. Gaps include: (1) no date on loan contract, (2) number of member's cedula, (3) lack of mention of loan size made to members, (4) lack of promoter's signature, (5) missing approvals by credit committee.

-No bank yet has a set of bylaws to guide its activities. None has an accounting manual to guide its treasurer. No standardized accounting system has yet been created, nor standardized credit control formats.

Industry and Commerce Sector (continued)

- The leaders of the community banks, particularly the treasurers, have received insufficient training to manage their entities effectively.
- Existing accounting and bookkeeping formats are inadequate and poorly-designed. Most of the single-entry books currently managed are not up-to-date.
- Most of what community banks call "interest" really amounts to forced capitalization. It is very important to distinguish between credit costs and member savings. Once again, the recommendations of the Hatch-Padilla evaluation regarding savings promotion have not been widely implemented.
- Some banks have lost their dynamism because collections and savings payments are only made at intervals of 6-12 months. To restore dynamism, it is essential that amortization and savings payments be encouraged on at least a monthly basis, and even better on a weekly basis.

7. Recommendations

RECOMMENDATION: Including Impact Area #2, there are already 41 community banks organized by SCF in El Salvador, with the prospect of further rapid growth likely. This situation justifies that a national advisor be contracted to supervise this program.  
#51

RECOMMENDATION: Administrative procedures, bookkeeping formats, models for bylaws and minutes of meetings, loan controls, savings procedures and passbooks--all these items need to be developed, standardized, and explained via simple manuals and periodic training of trasurers. A ready source of technical assistance for this process is the community bank program of Costa Rica.  
#52

RECOMMENDATION: To better induce that community banks get their working capital into the hands of women, loan repayment periods should be reduced from one year to six months and even better four months. This will discourage use of loans for agricultural purposes (which are the most risky, least profitable, and longest to generate income), and instead create incentives for rapid turn-over investments in livestock and commercial activities (which are conclusively demonstrated to be less risky and more profitable).  
#53

RECOMMENDATION: SCF is strongly urged to promote an installment payment system based on monthly, and if possible weekly payments. The payment should include (1) capital, (2) interest, and savings. For example, a ¢250 loan at 2% interest per month and 20% savings would require--for a six-month repayment period (26 weeks)--a weekly payment of ¢12.65 (¢9.60 for capital, ¢1.15 for interest, and ¢1.90 for savings).  
#54

Industry and Commerce (continued)

RECOMMENDATION: SCF should hire an expert to conduct a marketing feasibility study for pottery projects financed by the community banks or other microenterprise credit.  
#55

RECOMMENDATION: The cooperative ACOPACO in El Sauce needs the part-time services of an accountant to train the treasurer and help get their accounting records up to date. SCF is urged to pay the cost of the accountant for the first three months with the understanding that the co-op will take over this responsibility thereafter.  
#56

E. ADMINISTRATION SECTOR

1. Training to Treasurers

As mentioned in a variety of previous sections, SCF training of treasurers has been deficient. The quarterly reports of the program, as well as interviews with SCF personnel and community treasurers indicate that this administrative area of activity has been badly neglected. Further exaggerating the problem is the fact that there is a severe scarcity of guidance materials in accounting and bookkeeping procedures to provide treasurers with reference material. Given this lack of technical support, it is nearly miraculous that community treasurers have kept any records at all, or in some cases--like the Carpintero-El Sauce potable water project--have actually done a fairly good job of bookkeeping. Finally, given the rapid expansion of the community banking program, it becomes absolutely critical that the training of treasurers be made a high priority in all impact areas.

2. Administrative Coordinators

In a decentralized program like that of DCF, the role of the administrative coordinator is vital. The title "coordinator" properly emphasizes the central function of inter-sectoral coordination, but in practice the position is really that of a regional director with functions of coordination, supervision, evaluation, planning, and inter-institutional liaison. In other words, the strictly administrative responsibility is often overwhelmed by a flood of programmatic responsibilities. In all three impact areas the evaluation was able to document that administrative coordinators are close to impossibly over-burdened with too many tasks, so that neither their administrative functions can be performed efficiently nor can their programmatic duties.

RECOMMENDATION: It would seem appropriate for each administrative coordinator to be supported by a true administrator, i.e., one who specifically deals with administrative tasks so that the coordinator can focus on program. The proposed assistant should have an office and field responsibility, the latter covering specifically the supervision, training, and technical support of community treasurers.  
#57

Administrative Sector (continued)

3. Impact of Administrative Procedures on Community Development

The SCF program has created many opportunities for "empowerment" of local leaders by assigning them primary administrative responsibility for the projects and services that effect them. While community treasurers may feel quite vulnerable because they are not yet sure what they are supposed to do and how to do it, nonetheless they are very proud to have been assigned administrative tasks and feel a strong sense of accountability to their neighbors to conduct these tasks correctly.

Having created this context—which constitutes the ultimate frontier for the CBIRD methodology—SCF has engaged in a practice that could potentially neutralize all benefits of having conceded administrative participation to villagers. That practice is to charge many cost items to community projects (usually materials purchased by the impact area office) without notifying the community treasurer of these charges. The result is to destroy all consistency between project records kept by SCF, and those kept by communities. If the records at both levels are not intended to match, what is the purpose of the community keeping records at all?

4. General Achievements of the Administrative Sector

-From the level of the impact area office up to the international office in Westport, SCF accounting information is excellent; all deficiencies exist between the impact area office and the communities.

-SCF's information system is, relative to other private voluntary organizations, remarkably complete and quite detailed. The programming and budgeting process has been well integrated.

-The evolution of the AIP document from quarterly to annual targets provides for a better overview of program activities and their degree of compliance. What still needs development is to use cumulative targets that measure progress from one year to the next.

5. Deficiencies

-Information from the communities to the impact areas is flawed because (1) accounting records are not up-to-date, (2) community treasurers are poorly trained, and (3) project charges made by the impact area office are seldom communicated to community treasurers, thus causing inconsistencies between both sets of records.

-It is not possible to supervise the frequency, duration, or quality of community visits by SCF personnel for lack of a visitation notebook kept by each community.

Administrative Sector (continued)

- The lack of communication between Impact Area #1 and the Central Office hinders the creation of close coordination.
- Administrative coordinators are heavily over-burdened, especially with reporting tasks and clerical activities of questionable importance.
- Training of community leaders occupying positions in the CDCs, community banks, and specialized committees--particularly their treasurers--is deficient. Unless immediately corrected, this weakness could jeopardize program success.

6. Recommendations

- RECOMMENDATION: To alleviate staff turn-over, it is suggested that salary bonuses or special allowances be paid to field staff working in areas of greatest conflict and/or physical hardship.  
#58
- RECOMMENDATION: Cases have been found of community leaders who belong to the same family. For example, a husband and wife who serve as president and treasurer of a community bank. This kind of concentration of administrative responsibility should be carefully avoided. Indeed, it is important that leadership positions be rotated with reasonable frequency--preferably once a year--to maximize the distribution of leadership opportunities throughout the community.  
#59
- RECOMMENDATION: The memorandum of Rolando Aguilar, SCF administrative manager, dated July 2, 1986 should be reviewed by the institution and its recommendations considered. These relate to important proposed changes in financial, accounting, and administrative systems.  
#60
- RECOMMENDATION: A short-wave radio system should be installed to link San Salvador with the El Sauce impact area office.  
#61
- RECOMMENDATION: To ease the administrative coordinator's clerical burdens, each deserves a full-time secretary. Also, an administrative officer with office and field supervision, training, and follow-up functions is needed in each impact area.  
#62
- RECOMMENDATION: All charges to community projects by the impact area office should be communicated as soon as possible to the community treasurer. Differences between office and community books should be reconciled monthly.  
#63
- RECOMMENDATION: It is suggested that SCF appoint a program manager (gerente) to administer exclusively the entire OPG 519-0300 program.  
#64

## F. POTABLE WATER SECTOR

### 1. Project Progress

The overall construction on the Carpintero-El Sauce potable water project is about 30% completed. The work on the feeder source, begun in December 1985 and utilizing 116 work groups (estimated participation: 1,160 persons) was completed in May 1986. The first stage of the distribution system--an 8 km. stretch, from Carpintero to Punta Aguja, will begin in September. This will be the most difficult section because it lacks road access, and pipes will have to be carried by hand. Estimating 290 6-meter pipes, times 8 men per pipe per day, will require 2,320 man-days just to get the materials in place.

The second stage of the distribution system--from Punta Aguja to Buquin, a 10 km. stretch--is currently under construction. Work began in June 1987. The third stage is a 10 km. stretch from Buquin to El Sauce is about 40% completed, with 4 kms. of pipe laid and 2 kms. of ditch dug. Of the 12 storage tanks, 9 have been completed and the remaining three are close to completion.

Due to unforeseen delays in start-up, which were beyond project control, the programming was rescheduled. Under the revised plan, storage tank construction is slightly behind schedule (88%) but all other work fronts are slightly ahead of schedule. As of June 30, 1987 the accumulated expenditures on the project came to Q1,012,011 (US\$202,402), which represents 15% of the total revised project budget of Q6,684,774 (US\$1,336,955).

### 2. Community Organization and Participation

This is a highly organized, highly participatory project. It is organized into regional committees (CRAP) and community CDCs, which in turn have organized 167 work groups representing about 1670 participants. In 1985/6 these groups contributed about 5,000 work days (3 per participant), and in 1986/7 about 25,000 work days (15 per participant). The value of the community resource contributions was Q60,000 in 1985/86, which represents 58% of the SCF contribution and 30% of the total project budget. In 1986/7 the community portion was Q200,000, which represents 38% of the SCF contribution and 25% of total project cost. Total community contributions are projected to be Q2,246,000 or 53% of the SCF contribution and 34% of total project cost. Thus, community contributions appear to be close to projections.

Of the 63 families interviewed by the impact evaluation in the El Sauce area, 89% said they had participated in the project--a remarkably high degree of participation. Of these, 77% contributed labor and 21% cash. Of the families interviewed, 84% are happy with the performance of their work groups and 87% are happy with the quality of the project to date. 90% said they had been visited by their water promoter, and of these 82% said they are visited every 1-2 weeks. The evaluators found that the regional committee treasurers truly do manage project bookkeeping; as one leader said proudly, "I have mastered my three columns."

Potable Water Sector (continued)

3. Motivation of Personnel and Beneficiaries

While there exist some inter-personal difficulties among personnel of SCF and PLANABAR, the progress of the project has not been hindered. The enthusiasm of the project beneficiaries is not only high, but it continues to grow. As project construction advances, the dream comes ever closer to reality. One resident of El Sauce put it this way: "We can already feel the water coming."

4. Unit Cost

The estimated population of the region to be benefitted by the project is 12,121 inhabitants or about 2,424 families. To date, the direct cost with regard to SCF resources has been ₡631,304, which translates ₡52 (US\$10.40) per beneficiary or ₡260 (US\$52) per family to be benefitted. When community resource contributions are included, plus those of other cooperating organizations, the total cost climbs to ₡1,012,011 (US\$202,402) or ₡83 (US\$16.60) per inhabitant or ₡417 (US\$83.50) per family. The above applies only to direct costs. When indirect costs are added, an additional ₡44 (US\$8.80) per beneficiary or ₡220 (US\$44) must be included.

5. General Achievements of the Potable Water Sector

- The Carpintero-El Sauce potable water project is the largest of its kind in El Salvador and Central America.
- The achievement of having organized 31 communities, 167 work groups, and 1,730 families for this project is remarkable. The project has unified two municipalities that have never cooperated before.
- By a design change that replaced metal pipes with PVC pipes, some US\$178,000 in project budget was saved.
- A diligent and successful effort to train regional committee treasurers in project bookkeeping was conducted.
- The project has achieved an excellent record for materials procurement and transport, having mobilized 163 kms. of pipes in six months.
- The decentralized materials supply depots (bodegas perifericos) have worked very well in the field and represent a practical solution for this kind of project.
- SCF has maintained political impartiality in this very conflictive region, earning the respect of both sides—guerillas and government forces—while avoiding a single incident of damage to the project.

Potable Water Sector (continued)

6. Deficiencies

- Community organization to date has been based exclusively on the potable water project, neglecting conscientization for the post-project self-sustaining process.
- An estimated 30% of the population has not yet participated in the project.
- For interpersonal and organizational reasons, difficulties of cooperation have been observed between project personnel.
- The physical advance of the project is behind schedule with regard to the completion of three water storage tanks.
- Most project personnel have not been familiarized with the overall project schedule and compliance deadlines.
- Some of the project's most critical deadlines have not been adequately planned, particularly those involving the 11 distribution lines, and need to be upgraded to assure project completion on schedule.
- The total project budget and the critical path management program need to be formally approved so that valid documentation is on file.
- Progress controls should list cumulative targets, not just annual or stage targets.
- Project expenditures are lagging well behind the programmed target.

7. Recommendations

- RECOMMENDATION: #65 More emphasis and conscientization of leaders is needed to prepare them for the post-project maintenance stage, and to take advantage of existing organizational infrastructure for other community projects.
- RECOMMENDATION: #66 The designation of responsibilities between the resident engineer and SCF technician is not clear and requires explicit definition to avoid unnecessary conflicts at the interpersonal and project levels.
- RECOMMENDATION: #67 Work crew leaders and other construction personnel should be given copies of the work plan, critical deadlines, and other important documents so they have an accurate overview of the project and where they fit in.

Potable Water Sector (continued)

RECOMMENDATION: Progress compliance should be measured with cumulative targets as well, not just annual or stage targets. This is particularly true for financial control formats (see below).  
#68

RECOMMENDATION: Expenditures made in the impact area office and charged to local project activity should be communicated immediately to community treasurers so they can up-date their own records.  
#69

RECOMMENDATION: To facilitate consistency of accounts between community treasurers and the area office it is suggested that (1) one of the three current CRAP treasurers be designated as the coordinator, who would communicate charges made by the central office to community treasurers; and (2) the other two treasurers would continue to do exactly what they do now, but would report to the treasurer-coordinator. Only the treasurer-coordinator would prepare the financial report for SCF.  
#70

RECOMMENDATION: Two additional columns are recommended for the financial report; these would permit the reporting of accumulated figures. A format for the change is included in Annex F).  
#71

G. LESSONS LEARNED

1. Contracting the Evaluation

The preparation for the present evaluation was flawed by the fact that it was contracted with very little lead time, which in turn prevented the contractor from being fully briefed on the proposed scope of work prior to submitting their bid. By telephone, the contractor was given an overview of the kind of evaluation SCF was seeking. At this time central emphasis was given to creating a participatory methodology which would actively involve project beneficiaries plus content suggestions by SCF personnel. A proposal to meet these specifications was submitted by Rural Development Services which, with minor budgetary reductions, was approved by SCF, again by telephone. It was only after the RDS consultants arrived in El Salvador that the team was presented with a formal scope-of-work containing 48 separate tasks (and within these many sub-tasks--see pages 3-6) that the contractor did not have the opportunity to review before submitting their bid. This scope of work, in fact, had almost nothing to do with the creation of a participatory methodology. Thus, in implementing its original proposal (which was accepted by SCF) and also meet the surprise scope of work, the contractor was obligated to conduct two separate evaluations for the price of one.

RECOMMENDATION: Planning for future evaluations should be initiated with at least two months lead time, to allow potential contractors to review the final scope of work before presenting their bids.  
#72

Lessons Learned (continued)

2. Conflicting Goals of the Evaluation

The addition of the 48-task scope of work, containing questions and issues predetermined by SCF and USAID, constituted a totally different avenue for the evaluation that conflicted directly with its participatory intent. In participatory evaluation, project beneficiaries are given the opportunity to identify their own issues and questions, design their own questionnaire, conduct the interviews, and tabulate the results. However, the USAID/SCF scope of work foreclosed this option by structuring the inquiry in advance. Furthermore, the sheer volume of investigatory tasks, if incorporated into a questionnaire managed by beneficiaries, would have created an instrument of unmanageable length for these participants.

RECOMMENDATION: In the future, SCF and USAID are strongly encouraged to not mix an externally structured evaluation with a participatory evaluation methodology. If both are desired, then they need to be conducted as separate evaluation activities, performed on a sequential basis so that the quality and focus given to each activity is not diluted.

3. Community Self-Development Versus Direct Provision of Services

SCF is presently confronting a dilemma common to many other non-governmental organizations. They start with a focused methodology--like CBIRD--and are successful in gaining the trust of the beneficiaries. Because of this bond, participating communities begin to bombard the NGO with requests to further assist them in a much broader number of problem areas. Slowly the NGO begins to create a direct service to meet health needs, a direct service to meet farming needs, a direct service to provide help with credit and marketing, etcetera. The provision of these specialized services greatly increases the NGO's program costs, because it must (1) acquire specialized professional staff, and (2) these expensive resources constitute a deepening investment in the same communities and are not being spread across a continually expanding beneficiary population. It is precisely this dilemma that has brought to the fore for many NGOs the whole issue of sustainable development interventions.

At the present time SCF operations in El Salvador have become over-extended, with the organization attempting to do many more things than it can adequately sustain with required follow-up. Secondly, by placing so much emphasis on measuring program impact, changes to improve living conditions, etcetera, SCF staff have become distracted by their goal orientations at the cost of a weakening focus on "human development" investments that have a longer-term gestation--like leaders learning to plan, budget, and keep books--with only indirect payoffs and difficult-to-measure linkages to ultimate impact. It is now necessary for SCF to "get back in balance", reducing its direct services (with immediate, measureable results) and expanding its training activities to enhance community leadership and self-help potential.

#### 4. Unifying and Deepening AIP Targets

Target-wise, SCF is "spread all over the map". Many of these targets are specific to only one impact area. One impact area office may have twice as many sectoral targets as another. Under these circumstances, monitorship of relative program effectiveness from one area to another becomes extremely difficult. Which is better: an office that had 100% compliance with only six program activities in production, or an office that scored 75% compliance over a range of 18 programmed activities? Furthermore, at this time SCF has no AIP targets that measure (or provide incentives for creating) inter-sectoral activities. It has no AIP targets that measure number of communities that have "graduated" or no longer need the program. It has no AIP targets for monitoring how many communities have reached their second or third stage of evolving autonomy and self-help potential. Finally, AIP targets deemphasize training and follow-up tasks.

The lesson seems fairly straight-forward. Staff energy will tend to flow into those activities which are most measured and evaluated, while giving low priority to those which are not. If SCF wishes to restore balance in its program, it has to change its targets.

#### 5. The Central Task Needing Reinforcement

The original CBIIRD methodology remains viable in El Salvador, as does the focus on participation and community self-development. But using such words to describe ourselves and our programs does not make it so unless they are backed up by specific strategies and actions directed at targeted results. The success or failure of the SCF program will ultimately depend, in our opinion, on how intensively the organization focuses its personnel and material resources on training community leaders.

RECOMMENDATION: To restore training to its rightful priority within the CBIIRD methodology, SCF is encouraged to adopt a budgeting and monitoring guideline to spend no less than one third of its available resources (including staff time) on community-level training. To reinforce such a commitment, SCF will need to greatly increase its production of training materials for community use as well as staff orientation. Every impact office should have an extensive library of 1-2 page "units" covering the most important skills being taught to community leaders. The focus of training should be on community-based training, using local examples, local records, and addressing specific local needs. Regional courses (bringing in leaders from many different communities) should be organized only sparingly, and when used it is important that at least two representatives be invited from every community. Finally, SCF is strongly urged to use leaders from more advanced communities as teachers and consultants in skill training activities to less developed communities.

A N N E X E S

ANNEX A.

COMPLIANCE WITH RECOMMENDATIONS OF THE 1986 EVALUATION

NO.	RECOMMENDATION	RESPONSE	COMPLIANCE
	<u>A. Usefulness of CBIRD Methodology</u>		
1.	Concentrate on conscientization of community groups; promote people, not projects	Good initial promotion and organization of community, but poor follow-up	Partial
2.	Promote a strategy for integration of program sectors	Much lip service but little evidence of aggressive promotion; many obvious opportunities missed or ignored	Inadequate
	<u>B. Programming and Decentralization</u>		
3.	Give more attention in PIA to community expressed needs	Increased emphasis on community-generated development plans, but not yet integrated effectively with PIA	Partial
4.	Carry out community baseline studies more uniformly	More important that community create and use <u>its</u> indicators. SCF should not impose for sake of uniformity	Inappropriate recommendation
5.	Use FORS 03 for follow-up and control	Unable to determine	Not known
	<u>C. Training and Technical Assistance</u>		
6.	Give priority to effective training of promoters in community development skills	Good initial training, poor follow-up	Partial
7.	Consider increasing number of specialists	Recommendation is not cost-effective and contradicts recommendation 2	Inappropriate recommendation
8.	Give more effective training to volunteers and community leaders	No evidence of intensification; low emphasis relative to need	Partial
9.	Recruit new volunteers	Tendency observed of loading existing volunteers with multiple positions; low emphasis on new volunteers relative to need	Partial

10

Annex A (page two)

NO.	RECOMMENDATION	RESPONSE	COMPLIANCE
<u>D. Finance and Administrative Aspects</u>			
10.	Give basic math training and simple accounting guides to community treasurers	Math training included in literacy program; no accounting guide yet	Partial
11.	Provide treasurers with minimum necessary equipment	Compliance with some community banks, but not all	Partial
12.	Train other committee members to reinforce illiterate members	Preferable to use literate children as scribes; should <u>not</u> make literacy appear to be a prerequisite for leadership	Inappropriate recommendation
13.	Review functions of administrative coordinator	Review conducted, some paperwork reduced; still over-burdened with non-essential clerical tasks	Partial
14.	Coordinator should be trainer of treasurers, not auditor of community books	Both training and audit of treasurers should be by specialist, not by administrative coordinator	Inappropriate recommendation
15.	SCF Director should consider mechanization of accounting system, cost controls by project and impact area	Considered and under implementation; process not yet complete	Partial
16.	Contract computer specialist to study applications	Not evaluated	Not known
17.	Design a system of cost controls for CDTAS	Not implemented	Inadequate
<u>E. Production Sector</u>			
18.	Include increased family income target in future work plans for impact areas	Not implemented	Inadequate
19.	Promote micro-industry	Being achieved through community banks and micro-enterprise projects	Adequate
20.	Baseline studies should seek uniform, comparable data	Same as recommendation 4; not appropriate within CBIRD	Inappropriate recommendation

5

Annex A (page three)

NO.	R E C O M M E N D A T I O N	R E S P O N S E	C O M P L I A N C E
21.	Study appropriate technology as means to diversify, modernize, and technify agriculture	Ambiguous recommendation; presumed to be purpose of CDTAs	Adequate
22.	Create clear operating plans for CDTAs	Not implemented	Inadequate
23.	Create collaborative relationships with government and private agencies for provision of specialist inputs	Some contacts, but this function should be taken on by communities	Partial
24.	Provide technical assistance to all microenterprise financed by community banks	Not cost-effective and not necessary at initial stage of US\$50 loans	Inappropriate recommendation
25.	Promote agricultural diversification via CDTAs	No evidence of compliance	Inadequate
<u>F. Education Sector</u>			
26.	Define objectives of sector, select methods, train and follow-up	New School methodology being given strong emphasis	Adequate
27.	Include education volunteers in all education sector projects	Apparent compliance; no evidence of exclusion	Adequate
28.	Continue to provide teachers aides to schools lacking teachers	Increased efforts to mobilize the required teachers	Adequate
29.	Create a mini-library in each community with an education volunteer	Libraries being co-located with literacy circles	Adequate
30.	Expand literacy training	Adequate compliance with targets, but targets themselves too low relative to need	Adequate
31.	Extend school and recreational clubs to children during vacation period	Not clear this is a community felt need; no evidence of compliance	Inappropriate recommendation
32.	Design skills training courses using government agency resources or those of nearby communities	Not evaluated	unknown
33.	Involve older people	No evidence of discrimination based on age	Adequate

Annex A (page four)

NO.	RECOMMENDATIONS	RESPONSE	COMPLIANCE
<u>G. Health Sector</u>			
34.	Continue vaccination and deparasitisation projects	159% and 118% of targets	Adequate
35.	Continue pure water projects, link with reforestation	71% compliance with targets	Partial
36.	Continue Nutrition Education Centers, coordinating efforts to reach malnourished children	CEN continue, but services not sufficiently targeted on most vulnerable	Partial
37.	Maintain oral rehydration efforts	-169% compliance with targets	Adequate
38.	Promote family gardens	31% compliance with targets	Inadequate
39.	Provide technical assistance to families wanting latrines	63% compliance	Partial
<u>H. Utilization of Human Resources</u>			
40.	Provide promoters with transportation (motorcycles)	Many now have transportation	Adequate
41.	Provide promoters with additional recreational and study opportunities	No evidence of strong felt need	Inappropriate recommendation
<u>I. Strengthening Community Organizations</u>			
42.	Promote active participation of women	39% overall in community banks and growing	Adequate
43.	Change name of mothers clubs to involve unmarried women	Name is community prerogative, not SCF's	Inappropriate recommendation
44.	Support integration of municipal committees	CD's are premature, do not yet reflect local felt need	Inappropriate recommendation
45.	Analyze pros and cons of single co-op	Choice made for regional co-op	Adequate

Annex A (page five)

NO.	RECOMMENDATION	RESPONSE	COMPLIANCE
46.	J. <u>Carpintero-El Sauce Project</u>		
46.	Design programs to promote and maintain local enthusiasm	Not necessary; enthusiasm high and growing as construction proceeds	Inappropriate recommendation
47.	Study alternatives for transporting materials to construction areas	Hand-carried has become only alternative in most difficult areas	Adequate

SUMMARY OF COMPLIANCE WITH RECOMMENDATIONS

<u>Area</u>	Total Recom	COMPLIANCE			<u>Inappropriate recommendation</u>	<u>Not Known</u>
		<u>Adequate</u>	<u>Partial</u>	<u>Inadequate</u>		
A. CBIRD	2		1	1		
B. Programming and Decen/cr	3		1		1	1
C. Training and T.A.	4		3		1	
D. Finance and Admin	3		4	1	2	1
E. Production	8	2	1	3	2	
F. Education	8	6			1	1
G. Health	6	2	3	1		
H. Human resources	2	1			1	
I. Community Organizations	<u>4</u>	<u>2</u>	<u>—</u>	<u>—</u>	<u>2</u>	<u>—</u>
	45	13	13	6	10	3
		29%	29%		22%	7%

CUADRO DE CUMPLIMIENTO GENERAL DE METAS 86/87

AREA ACTIVIDAD	ILOBASCO			EL SAUCE			SAN ALEJO			TOTAL		
	PROGRA- MADO	EJECU- TADO	%	PROGRA- MADO	EJECU- TADO	%	PROGRA- MADO	EJECU- TADO	%	PROGRA- MADO	EJECU- TADO	%
1) Vacunación: Niños	1,000	541	54	600	643	107	1,500	3,735	249	3,100	4,919	159
Mujeres	-	-	-	500	494	99	1,000	2,849	285	1,500	3,343	223
2) Desparasitación Niños	2,000	2,580	129	7,000	6,205	89	2,000	4,145	207	11,000	12,930	118
3) Vigilancia del Crecimiento	200	434	217	600	883	147	1,000	2,849	285	1,800	4,166	231
4) Rehidratación Oral Madres Capacitadas	1,000	436	44	0	701	META NO PROG.	500	1,391	278	1,500	2,528	169
Campañas por Comunidades	Ø	Ø	Ø	1	1	100	Ø	Ø	Ø	1	1	100
	Ø	Ø	Ø	32	32	100	Ø	Ø	Ø	Ø	Ø	Ø
Voluntarios Capacitadores	Ø	Ø	Ø	Ø	Ø	Ø	120	132	110	120	132	110
5) Botiquines	6	5	83	28	28	100	6	7	117	40	40	100

CONTINUAUCION . . .

AREA ACTIVIDAD	ILOBASCO			EL SAUCE			SAN ALEJO			TOTAL		
	PROGRA- MADO	EJECUTA- DO	%	PROGRA- MADO	EJECU- TADO	%	PROGRA- MADO	EJECU- TADO	%	PROGRA- MADO	EJECUTA- DO	%
6) Capacitación a Parteras, Nuevas	10	8	80	8	1	13	5	7	140	23	16	70
Seguimiento	Ø	Ø	Ø	22	22	100	0	8	META NO PROG.	22	30	136
7. Const. de Letrinas												
Familiares	400	242	60	100	98	98	40	0	0	540	340	63
Escolares	Ø	Ø	Ø	Ø	Ø	Ø	40	15	38	40	15	38
8. Pozos Comunales	23	19	87	6	3	50	9	5	56	38	27	71
9. Mejoramiento de Fuentes de agua	12	5	41	Ø	Ø	Ø	8	7	88	20	12	60
10. Estufas Lorena	Ø	Ø	Ø	Ø	Ø	Ø	12	0	0	12	0	0
11. Mejoramiento de viviendas	70	30	42	Ø	Ø	Ø	74	30	41	144	60	42
12. Educación Nutricional. CURSOS	10	10	100	Ø	Ø	Ø	Ø	Ø	Ø	10	10	100
MADRES	Ø	Ø	Ø	Ø	Ø	Ø	500	500	100	500	500	100

dv

CONTINUACION . . .

AREA ACTIVIDAD	ILOBASCO			EL SAUCE			SAN ALEJO			TOTAL		
	PROGRA- MADO	EJECU- TADO	%	PROGRA- MADO	EJE- CUTADO	%	PROGRA- MADO	EEJECU- TADO	%	PROGRA- MADO	EJECU- TADO	%
13. Demostraciones sobre preparación de alimentos COMUNIDADES MADRES PARTICIP.	-	-	-	-	30	-	METAS NO PROGRAMADAS					
14. Salud Oral Campaña Tratamiento a niños (Distribución de cepillos)	1	0	0	Ø	Ø	Ø	Ø	Ø	Ø	1	0	0
	Ø	Ø	Ø	Ø	Ø	Ø	1,500	0	0	1,500	0	0
	Ø	Ø	Ø	Ø	Ø	Ø	0	2,606		0	2,606	
15. Red de Distribu- ción Ampliación	1	0	0	Ø	Ø	Ø	Ø	Ø	Ø	1	0	0
16. Canaleta para dre- najes de aguas lluvias y servidas Construcción	1	0	0	Ø	Ø	Ø	Ø	Ø	Ø	1	0	0
17. Campañas de con- tras de vectores y basuras	1	1	100	3	3	100	Ø	Ø	Ø	4	4	100
												1,989.99+ 17 117%
PORCENTAJE GLOBAL DE EFICIENCIA EN EL CUMPLIMIENTO DE METAS												

CUADRO DE CUMPLIMIENTO PRESUPUESTARIO PIA 86/87

AREA MONTO	ILOBASCO			EL SAUCE			SAN ALEJO			TOTAL		
	PROGRA- MADO	EJECU- TADO	%	PROGRA- MADO	EJE- CUTADO	%	PROGRA- MADO	EJECU- TADO	%	PROGRA- MADO	EJECU- TADO	%
DJC	176,300	176,367.32	51	78,900	87,669.5	46	200,000	165,570.72	46	455,700	429,607.54	48
COMUNIDAD	158,016	158,125.85	46	84,268	66,193.6	34	194,687.00	133,496.96	37	436,971	357,816.41	40
OTROS	0	10,300	3	4,500	38,551.5	20	4,230.00	58,736.00	17	8,730	107,637.5	12
	334,816	344,793.17	100	167,668	192,414.60	100	398,917	357,853.68	100	901,401	895,061.45	100
	37%	39%		19%	21%		45%	40%				

12

5

CONSECUION DE METAS P.I.A.'87

SECTOR EDUCACION

ACTIVIDAD	AREA	MOBISCO			EL SAUCZ			SAB AIZZO			TOTAL		
		Programado	Ejecutado	%	Programado	Ejecutado	%	Programado	Ejecutado	%	Programado	Ejecutado	%
<b>1. EDUCACION ESCOLAR</b>													
<b>1.1. Infraestructura</b>													
<b>a) Mobiliario</b>													
Escuela		1	8	800	4	7	175	x	x	x			
Pupitres		15	181	1,207	x	x	x	150	245	163			
Beneficiarios		x	x	x	1,500	2,000	133	x	490	x			
<b>b) Parques</b>													
Canchas y parques		3	2	67	6	3	50	0	3 <sup>(1)</sup>	x		8	
Beneficiarios		x	x	x	4,000	2,190	55	0	335	x			
<b>c) Reparación Escuela</b>													
Escuelas		9	9	100	10	12	120	14	8	57	33	29	88
Beneficiarios		x	x	x	1,850	2,750	149	x	1,269	x			
<b>d) Construcción Escuela</b>													
Escuelas		-	-	-	1	0	0	3	3	100	4	3	75
Beneficiarios		-	-	-	200	0	0	x	261	x		261	
<b>1.2. Contratación Personal</b>													
<b>a) Docentes</b>													
Docentes		-	-	-	8	9	112	15	24	160	23	33	143
Escuelas		-	-	-	7	9	129	x	x	x			
Beneficiarios		-	-	-	1,160	1,570	135	x	1,200	x		2,770	
<b>1.3. Actividades Generales</b>													
<b>a) Giras Educativas</b>													
Giras		-	-	-	x	x	x	4	3	75			
Beneficiarios		-	-	-	380(2)	297(2)	78	350	270	77	730	567	78
<b>b) Torneos Deportivos</b>													
Torneos		-	-	-	2	2	100	3	1	33	5	3	60
Escuelas		-	-	-	x	x	x	33	36	109			
Beneficiarios		-	-	-	480	500	104	x	720	x		1,220	
<b>c) Concursos Culturales</b>													
Concursos		-	-	-	-	-	-	6	6	100	6	6	100
Escuelas		-	-	-	-	-	-	24	41	171	24	41	171
Beneficiarios		-	-	-	-	-	-	800	1,000	125	800	1,000	125

72-

ACTIVIDAD	AREA	ILOBASCO			EL SAUCE			SAN ALEJO			TOTAL		
		Programado	Ejecutado	%									
d)	Celebración Día del Niño												
	Celebración	-	-	-	-	-	-	1	1	100	1	1	100
	Escuelas	-	-	-	-	-	-	44	30	68	44	30	68
	Beneficiarios	-	-	-	-	-	-	2,250	3,382	150	2,250	3,382	150
1.4.	Material Didáctico												
	Escuelas	-	-	-	25	25	100	20	15	75	45	40	89
	Beneficiarios	-	-	-	x	x	x	x	1,000	x			
1.5.	Organización Escolar												
	Comité	14	18	129	25	25	100	-	-	-	39	43	110
	Clubes	x	x	x	54	54	100	-	-	-	-	-	-
	Beneficiarios	x	x	x	540	545	101	-	-	-	-	-	-
1.6	Escuela Nueva												
	Escuelas Involucradas	5	12	240	0	x	x	x	x	x			
	Docentes Capacitados	x	x	x	21	22	105	15	19	127			
	Beneficiarios	(630)	0 (3)	839	0	x	x	0	1,000	x			
2.	EDUCACION DE ADULTOS												
a)	Círculos de Alfabetiz.	62 (4)	67 (4)	108	22	7	32	11	6	55	95	80	84
	Beneficiarios	444	960	216	140	70	50	165 (5)	148 (5)	90	749	1,178	157
b)	Círculos Culturales	-	-	-	-	-	-	10	8	80	10	8	80
	Beneficiarios	-	-	-	-	-	-	120	160	133	120	160	133
c)	Bibliotecas	11	11	100	-	-	-	-	-	-	11	11	100
	Beneficiarios	x	x	x	-	-	-	-	-	-	-	-	-
	Voluntarios Capacitados	x	x	x	0	22	x	-	-	-	-	-	-
d)	Talleres Vocacionales	-	-	-	-	-	-	12	1	8	12	1	8
	Beneficiarios	-	-	-	-	-	-	x	20	x	-	-	-
e)	E.B.A.												
	Escuelas	0	1	x	-	-	-	-	-	-	0	1	-
	Maestros	0	3 (6)	x	-	-	-	-	-	-	0	3	-
	Beneficiarios	0	100	x	-	-	-	-	-	-	0	100	-

TIVIDAD	AREA	ILOBASCO			EL SAUCE			SAN ALEJO			TOTAL		
		Programado	Ejecutado	%	Programado	Ejecutado	%	Programado	Ejecutado	%	Programado	Ejecutado	%
FORMACION DE DIRIGENTES													
	Cursos	x	x	x	-	-	-	x	3	x			
	Beneficiarios	60	137	171	-	-	-	250	262	105	330	399	121
OTROS													
b.1.	Construcción Puente	-	-	-	1	0	0	-	-	-	1	0	0
	Beneficiarios	-	-	-	2,100	0	0	-	-	-	2,100	0	0
b.2.	Casa Comunal	1	1	100	-	-	-	-	-	-	1	1	100
	Beneficiarios	x	x	x	-	-	-	-	-	-			

Incluye cancha de San Alejo.  
 Incluye como beneficiarios a los voluntarios.  
 No programado en el PIA'87.  
 Incluye círculos de Neolectura.  
 No incluye voluntarios.  
 Los maestros son contratados por EJC.

15

SITUACION FINANCIERA P.I.A. '87  
SECTOR EDUCACION

APOSE ENTE	TEOBASCO			EL SAUCE			SAN ALEJO			T O T A L		
	Programado	Ejecutado	%T	Programado	Ejecutado	%T	Programado	Ejecutado	%T	Programado	Ejecutado	%T
C	147,400.00	151,688.43	49	145,550.00	151,426.31	58	250,000.00	247,724.88	56	542,950.00	550,839.62	55
MUNICIPALIDAD	114,475.00	134,980.65	44	82,714.00	99,452.75	38	174,870.00	173,674.30	40	372,055.00	408,107.70	40
ROS	27,000.00	20,798.50	7	9,822.00	11,666.50	4	22,825.00	17,272.50	4	59,647.00	49,737.50	5
TALES	288,875.00	307,467.58	100	238,086.00	262,545.56	100	447,695.00	438,671.68	100	974,656.00	1006,684.82	100
	*****	*****	***	*****	*****	***	*****	*****	***	*****	*****	***

76

CONSOLIDADO DEL CUMPLIMIENTO DE METAS

SECTOR PRODUCCION

ACTIVIDAD	AREA	ILCBASCO			EL SAUCE			SAN ALEJO			TOTAL		
		Programado	Ejecutado	%									
1. Organización de agricultores en grupos solidarios.		x	x	x	165	324	196	120	124	103	285	448	157
2. Seguimiento a grupos solidarios.		x	x	x	x	x	x	40	40	100	40	40	100
3. Familias con cerdas reproductoras.		38	32	84	x	x	x	x	x	x	38	32	84
4. Parcelas demostrativas.		38	44	116	20	20	100	16	19	119	74	83	112
5. Proyectos de cabra lechera.		46	59	128	x	x	x	x	x	x	46	59	128
6. Montaje de Bancos Comunales.		5	5	100	x	x	x	6	6	100	11	11	100
7. Proyectos Conservación de Suelos.		9	17	189	x	x	x	x	x	x	9	17	189
8. Fincas Modelo con Obras de Conservación de Suelos.		x	x	x	x	x	x	8	2	25	8	2	25
9. Viveros Forestales.		4	0	0	x	x	x	4	3	75	8	3	37
10 Proyectos de Conejos.		10	5	50	x	x	x	x	x	x	10	5	50
11 Huertos Caseros.		26	6	23	x	x	x	39	14	36	65	20	31
12 Proyectos de Producción de Vegetales.		22	45	205	x	x	x	x	x	x	22	45	204
13 Centros de Monta Porcino.		3	4	133	6	0	0	4	3	75	13	7	54
14 Proyectos Apícolas.		10	10	100	x	x	x	x	x	x	10	10	100
15 Proyectos de Caballos.		10	17	170	x	x	x	x	x	x	10	17	170
16 Establecimiento de Panadería.		1	1	100	x	x	x	x	x	x	1	1	100
17 Establecimiento de CDTA.		1	1*	50				1	1**	100	2	2	75

\* Finca Modelo

\*\* CDTA.

ACTIVIDAD	AREA	ILOMASCU			EL SAUCE			SAN ALEJO			TOTAL			
		Programado	Ejecutado	%	Programado	Ejecutado	%	Programado	Ejecutado	%	Programado	Ejecutado	%	
8. Recuperativizar CDTA.		x	x	x	1	1	0	x	x	x	1	1	100	
9. Vacunación animal/Familia beneficiada.		x	x	x	3,500 animales 373 fam.	4,970	64	3000 bov. 1600 porc. 17000 aves	7231 1199 10222		86	29,152	23,442	80
20. Establecimiento de plantas forestales en lugar definitivo.		x	x	x	8,350	6,500	78	20000 p/ 3000 f/	300 50	1.5 1.6	28,350	6,800	24	
21. Implementación de Botiquines Veterinarios.		x	x	x	8	0	0	6	6	100	14	6	43	
22. Construcción de Silos.		x	x	x	50	71	142	60	60	100	110	131	119	
23. Implementar sistemas de Riego.		x	x	x	2	0	0	x	x	x	2	0	0	
24. Establecimiento de cooperativa de servicio múltiple.		x	x	x	1	1 (195 soc.)	100	x	x	x	1	1	100	
25. Capacitación de voluntarios por medio de 3 cursos de sanidad y reproducción animal.		x	x	x	x	x	x	30 vol.	30vol.	100	30	30	100	
26. Organizar y capacitar Comités de Crédito.		x	x	x	x	x	x	6	6	100	6	6	100	
27. Impartir cursos sobre técnicas de cultivo en el CDTA.		x	x	x	x	x	x	12	7	58	12	7	58	
28. Participación de agricultores en giras de observación y demostración en el CDTA.		x	x	x	x	x	x	2500 agr.	260 agr.	10	2500	260	10	
Sub-Totales				103%			78%			76%			87%	

Notz: En San Alejo se redujeron 15 comunidades durante el año fiscal 1987; esto afectó en el cumplimiento de metas.

En El Sauce no se hizo una buena planificación afectando la ejecución de muchas metas.

CONSOLIDADO FINANCIERO

SECTOR PRODUCCION

FUENTE	ILOBASCO			EL SAUCE			SAN ALEJO			TOTAL		
	Programado	Ejecutado	%	Programado	Ejecutado	%	Programado	Ejecutado	%	Programado	Ejecutado	%
DJC	¢275,800.00	¢233,545.45	84	¢155,550.00	¢136,344.67	87	¢250,000.00	¢204,337.58	82	¢681,350.00	¢574,227.68	84
COMUNIDAD	288,660.00	271,175.00	94	804,352.00	1026,009.00	137	618,484.00	370,698.60	60	1711,496.00	1667,882.60	97
OTROS	23,750.00	*	-	13,000.00	*	-	160,000.00	*	-	196,750.00	*	-
<b>T O T A L E S</b>	<b>¢588,210.00</b>	<b>-</b>	<b>-</b>	<b>¢972,902.00</b>	<b>-</b>	<b>-</b>	<b>¢1028,484.00</b>	<b>-</b>	<b>-</b>	<b>¢2589,596.00</b>	<b>-</b>	<b>-</b>

\* No disponible

Número comunidades por área	23	33	33	89
Familias beneficiadas	2,875	4,125	4,125	11,125
Aporte DJC/Familia	¢ 81.00	¢ 33.00	¢ 50.00	¢ 52.00
Aporte por familia(comunidad)	94.00	249.00	90.00	149.92
Aporte total/familia	175.00	282.00	140.00	201.54

Cobertura real: (68% de las familias participó en proyectos) = 7,565 familias.

DJC =	¢ 76.00
Comunidad =	220.00
Costo/familia =	296.00

CUADRO No. 4

EJECUCIÓN PRESUPUESTARIA PIA 86/87

M E T A S	D. J. C.			COMUNIDAD			O T R O S		
	PROGRAMADO	EJECUTADO	%	PROGRAMADO	EJECUTADO	%	PROGRAMADO	EJECUTADO	%
Construcción línea de distribución El Sauce	90,200.00	-	- 0 -	27,562	-	- 0 -	24,160.00	-	-
Construcción de línea de distribución en toda el área de impacto	378,000.00	102,517	27%	45,695	33,600	74%	-	-	-
Construcción de línea de aducción primera y segunda etapa	966,800.00	-	- 0 -	116,000	-	- 0 -	-	-	-
Construcción 12 tanques de almacenamiento	240,000.00	238,619	99%	156,040	143,439	92%	-	-	-
Construcción de III etapa tubería de aducción	325,000.00	102,950	32%	79,686	26,400	33%	12,000.00	-	-
T O T A L	2,000,000.00	444,086	22%	424,983	203,439	48%	36,160.00	- 0 -	0%

NOTA: Según datos del Personal de Area

80-

## ANNEX C.

## ACTIONS TAKEN TO IMPROVE LIVING CONDITIONS

PRIORITY		NO.	DESCRIPTION OF ACTION	EFFECTIVENESS			OBSERVATIONS
High	Low			High	Med	Low	
<u>Health Activities</u>							
X		1.	Vaccination	X			
X		2.	Deparasitation	X			
X		3.	Growth monitoring	X			
X		4.	Oral rehydration therapy	X			
X		5.	Village drug store (botequín)		X		Poor follow-up
X		6.	Training midwives		X		70% compliance
X		7.	Latrines		X		63% compliance
X		8.	Community wells		X		71% compliance
X		9.	Water source improvement		X		60% compliance
	X	10.	Lorena stoves			X	no compliance
X		11.	Home improvements			X	42% compliance
	X	12.	Nutritional education		X		100% in only one area
	X	13.	Food demonstration			X	one area only
	X	14.	Oral health			X	one area only
	X	15.	Drug distribution		X		one area only
X		16.	Sewage construction			X	one area only
	X	17.	Garbage disposal		X		100% but one area
<u>Education Activities</u>							
X		1.	Equipment for schools	X			
	X	2.	Constr. parks, playgrounds		X		
X		3.	School repairs		X		
X		4.	School construction		X		75% compliance
X		5.	Teacher contracting	X			
	X	6.	Educational excursions		X		75% compliance
	X	7.	Sports tournaments		X		60% in two areas
	X	8.	Cultural contests			X	One area only
	X	9.	Child's Day ceremonies			X	100% in one area
X		10.	Didactic materials developmt	X			89%
X		11.	School organizing			X	110% but in one area
X		12.	New Schools	X			
X		13.	Teacher training	X			
X		14.	Literacy circles		X		157% but modest targets
	X	15.	Cultural circles			X	80% in one area
X		16.	Libraries			X	100% in one area
X		17.	Vocational workshops			X	8% in one area
X		18.	Basic Adult Education (EBA)			X	one school only
<u>Production</u>							
X		1.	Organiz joint credit groups	X			two areas
X		2.	Follow-up of credit groups		X		one area only
X		3.	Pig projects			X	one area only, 84%
X		4.	Demonstration plots	X			
	X	5.	Milk goat projects			X	one area only
X		6.	Community banks	X			
X		7.	Soil conservation			X	one area only
	X	8.	Model farms with soil conserv			X	one area only, 25%
X		9.	Tree nurseries			X	37% compliance
X		10.	Rabbit projects			X	one area only, 50%

PRIORITY	NO.	DESCRIPTION OF ACTION	EFFECTIVENESS			OBSERVATIONS
			High	Med	Low	
		<u>Production (continued)</u>				
X		11. Home gardens			X	31% compliance
X		12. Vegetable production			X	one area only
	X	13. Swine reproduction centers			X	54%
X		14. Beekeeping			X	one area only, 100%
	X	15. Horse project			X	one area only
	X	16. Bakeries			X	one area only, 100%
	X	17. Establish CDTAs			X	poor execution
	X	18. Revitalize CDTA			X	one area only, 100%
X		19. Animal vaccination		X		two areas, 80%
	X	20. Estab. forest plantations			X	20%
X		21. Veterinary drug stores (botequines)			X	43%
X		22. Grain silos		X		two areas, 119%
X		23. Irrigation systems			X	no compliance
X		24. Estab. multi-service co-op		X		one area only
X		25. Training volunteers in animal health			X	one area only
X		26. Training credit committees			X	one area only
X		27. CDTA courses			X	one area only, 58%
	X	28. Excursions with farmers			X	one area only, 10%
		<u>Potable Water and Roads</u>				
X		1. Carpintero-El Sauce Project		X		behind schedule
X		2. Other projects—12 of 20		X		60%
X		3. Rural roads—improvements of 35 km.		X		
X		4. Rural roads—construction		X		

## Annex D

## CUADRO DE GASTOS UNITARIOS POR SECTOR DEL PROGRAMA D.J.C

Programa de Implementación Annual  
PIA 86/87

Sector / Descripción	SALUD	EDUCACION	PRODUCCION	INDUSTRIA & COMERCIO	AGUA POTABLE	CAMINOS VECINALES	TOTAL
Cobertura (familias)	11,125	11,125	11,125	...	1,730	760	11,125
Participación	.76	.83	.68		.89	.51	.73
Cobertura Neta	8,455	9,235	7,565	649*	1,590	540	8,121
DJC Programado	455,700	542,950	681,350	120,000*	2,000,000	50,000	3,730,000
Ejecutado	429,608	550,840	(84%) 574,228	100,800*	528,937	29,095	2,111,708
Costo Unitario	50.81	59.65	75.90	155*	332.25	59.65	260
APORTES COMUNALES Programado	436,971	372,059	1,711,496	66,320*	424,983	372,059	3,317,568
Ejecutado	357,816	408,108	1,667,883	64,330*	252,994	408,108	3,094,909
Costo Unitario	42.32	44.19	220.47	102*	158.92	44.19	381
OTROS APORTES Programado		59,647	196,750		36,160	59,647	
Ejecutado		49,737			71,555	49,737	
Costo Unitario		5.39			44.95	5.39	
COSTO TOTAL UNIT.	93.13	109.23	296.37	257*	536.12	109.23	641

\* Included in Production Sector budget. Incluido en cifras del Sector de Producción.

CONTROL DE INSUMOS POR PROYECTO O CULTIVO

INSUMOS NOMBRE Y UNIDAD 1/	M E S E S												TOTAL UNIDADES	COSTO TOTAL COLONES
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
PRECIO/UNIDAD COLONES														
COSTO TOTAL DE CULTIVOS-COL.														
IMPREVISTOS (%) COLONES														
GRAN TOTAL COLONES														
COSTO POR MANZANA-COLONES														

1/ PARA CADA UNO DE LOS INSUMOS UTILIZADOS HAY DOS LINEAS, EN LA PRIMERA, O LA DE ARRIBA, SE ANOTA EL NOMBRE Y LA CANTIDAD DE UNIDADES UTILIZADAS EN EL MES QUE CORRESPONDA. EN LA SEGUNDA LINEA? O LA DE ABAJO? SE ANOTA EL VALOR QUE RESULTA DE LA MULTIPLICACION DEL NUMERO DE UNIDADES POR EL PRECIO POR UNIDAD.

1/8

PLANIFICACION DE ACTIVIDADES POR CULTIVO O PROYECTO

Costo/Unitario: \_\_\_\_\_

Precio por unidad: \_\_\_\_\_

Comunidad: \_\_\_\_\_

Costo/Unidad medida: \_\_\_\_\_

Ingreso por Unidad Medida: \_\_\_\_\_

Proyecto: \_\_\_\_\_

Costo Total: \_\_\_\_\_

Beneficio total esperado: \_\_\_\_\_

Extensión: \_\_\_\_\_

FECHA	ACTIVIDAD	AREA	I N S U M O S			M A N O D E O B R A			COSTOS TOTALES
			DESCRIPCION	PRECIO UNITARIO	COSTO TOTAL	d/h	COSTO UNITARIO	¢ TOTAL	
<b>TOTAL:</b>									