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REPORT ON THE MID-TERM EVALUATION OF THE AGRICULTURAL PRODUCTION AND MARKETING PROJECT (520-0363)

SUBMITTED TO USAID - GUATEMALA

BY AGRO-INDUSTRIAL CONSULTANTS

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EXECUTIVE SUMMARY

I. EVALUATION BACKGROUND

The Agricultural Production and Marketing Project 520-0363: Its purpose is to provide CUSG with the institutional capacity to administer a delivery service system to its affiliate farm union. Its objectives are to improve their quality of life, promote agricultural development and democratic pluralism in Guatemala. The Project's life span is from 09/30/87 - 09/30/90 and includes components of administration, credit, marketing, technical assistance, and training. The current Project area includes 44 unions in 11 municipios in two coastal departments (Retalhuleu and Suchitepéquez) and the coastal section of two more (Quetzaltenango and San Marcos), covering an area of 2,360 square kms. Project expansion is planned to the areas of Totonicapán and Jutiapa.

The Mid-term Evaluation is directed to determine actual versus planned results. The Evaluation Team (Consultores Agro-Industriales) included an Agro-Economist, an Institution Specialist and a Sociologist/Anthropologist. The evaluation was carried out during 11/30/88 - 1/27/89. Methodological procedures included study of documents and reports, visits to institutions, interviews with participants at all levels of decision and implementation, visits to unions and gathering center sites, travel through corn-sesame plantations, synthesis of information and elaboration of this report following AID guidelines provided by the scope of work for this evaluation.

II. RESULTS

1. Project Purpose and Objectives:

In general, Project activities have adhered to its purpose and objectives, and according to Project participants, these are still valid. However, union aspects of the Project's work are being emphasized to the detriment of the Project's technical aspects.

2. Major Outputs:

Organizational and some training activities were carried out more or less on time.

3. Administrative Component:

a. Project administration policies, norms,

procedures and forms have been developed during the last eight months. They must be tested and validated for at least one complete agricultural cycle in the Southwest Coast before any Project expansion can be recommended.

4. Credit Component:

a. Credit policies, norms, procedures and forms have been developed, but up to this day, these have not been authorized and staff members are not applying them unanimously since they are not official.

b. Eight hundred and five beneficiaries got credits between Q120 and Q300 each. Two hundred and forty for sesame production and 565 for corn production. Eighty thousand two hundred thirty-nine quetzales and ninety cents (Q80,239.90) were given in corn credits, and Q45,739.59 in sesame credits.

c. AID delay in funding quetzales caused a loss of 70% of potential sesame beneficiaries.

d. Credit mechanism of recuperation is not functioning yet. In this month, its application will allow to assess its adequacy.

e. Field personnel and transportation facilities for the agronomic, credit and marketing components are clearly insufficient.

5. Education / Training Component:

a. Union aspects of educational activities planned and implemented constitute 95% of educational activity. Most union contents and materials were elaborated before the Project's existence.

b. No educational contents, materials and programs regarding agriculture, credit, marketing and technical assistance have been formally designed or implemented.

6. Marketing Component:

a. Only 50% of sesame producers (i[illegible] marketing together, through only one exporter who is offering a higher price than the "coyotes" (intermediaries), but is not willing

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to accept written legal contract with a fixed price.

b. The marketing coordinator does not have the time nor the facilities to take care of the feasibility study, designing and construction of an assembly center for sesame.

c. Field personnel and transportation facilities for the agronomic, credit and marketing components are clearly insufficient.

7. Technical Assistance Component:

a. The AIFLD Rural Development Officer (RDO) to the Project has kept a profile lower than convenient for implementing and monitoring the Project.

A barrier set up by CUSG members keeps the RDO from providing the necessary technical assistance.

b. The agronomic, credit and marketing technical assistance to farmers is weak, almost non-existent, because the personnel, their logistical support and the moral backing, both at the top and at the bottom of the staff, are insufficient. Specifically, they are without vehicles and face frequent problems when obtaining travel authorization.

c. Field personnel and transportation facilities for the agronomic, credit and marketing components are clearly insufficient.

8. Project Management:

a. There is confusion among staff members regarding who is the real Project Director; whether there is a Sub-Director, or not and what would his functions be; who is really responsible for the Education Component; what is the real standing and function of the RD Officer in the Project; and everyone's scope of work.

b. Staff members suffer from a strabismic vision of the Project: the "concientizado" segment embedded in union ideology and emotions) and he "técnicos" (Guatemalan euphemism for non-deologized). "Concientizados" control the

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decision-making process; provide weak support, if any, to technical activities; and are not committed to the Project's technical objectives.

c. Communication between "concientizados" and "técnicos" between technical coordination and field workers, and between Project Direction and farmers is poor.

d. While AID regulations for the use of vehicles has been provided to AIFLD, no written regulations concerning the use of Project vehicles exist at CUSG, and AID regulations are unknown.

9. Financial Project Support:

a. In general, both CUSG and AIFLD have contributed to the Project in kind and in cash, according to planned projected contributions, as of 9/30/88.

b. The delay in funding quetzales caused a loss of credibility of AID vis-a-vis CUSG, and CUSG and the Project vis-a-vis the farmers.

c. According to AIFLD and CUSG Project conductors and coordinators, Project funds will be enough through its PACD, including its expansion to the west highland and the eastern countryside. It is the opinion of the Evaluation Team that if expansion is postponed until next year (1990), funds are sufficient. However, funds will be insufficient if expansion is authorized for 1989.

10. Institutional Building Precepts:

a. While the process towards effective operation is taking place in a difficult and slow manner, institutional development is improving.

III. RECOMMENDATIONS:

A. Measures to be taken prior to Project expansion:

1. Design, prepare and implement a seminar for the entire staff, to study, discuss and promote technical objectives, components and procedures of the Project.

2. Take advantage of communication level among

CUSG's General Secretary and CA Director/ Coordinator of Education, AID Technical Representative, AIFLD Guatemala Director and AIFLD RDO to discuss openly and frankly:

a. The Project's status.

b. The status of technical aspects and components of the Project.

c. Procedures to normalize AIFLD's RDO monitoring, feed-back and contributing functions to the Project.

d. Who is who in the Project. Directorate and Education Component.

3. Complete manual policies, norms, procedures and forms of credit, marketing, education, technical assistance.

4. Officially authorize the above-mentioned issues, and apply them consistently and unanimously at least during a complete agricultural cycle at the Southwest Coast.

5. In order to emphasize technical aspects, hire four more promoters to cover credit, marketing and agronomic technical assistance, and provide them with four motorcycles for the Southwest Coast.

6. Conduct, for the entire Project staff, a workshop on how to plan and control work programs.

7. Develop and validate the "How to..." manual of finance, marketing, credit, technical assistance, union education, technical education.

8. Let every Project coordinator prepare a detailed work plan and stick to its implementation; require every component prepare monthly reports of activities; evaluate actual versus planned results every month.

9. Assign two four-wheel vehicles to the credit coordinator and to the marketing coordinator, on a full disposition basis.

10. Hire a short-term consultant in adult education to assist the present education coordinator (or to replace him) in order to prepare and implement educational programs and materials on technical agronomic, credit and marketing aspects.

11. Apply in December 1988 and January 1989 the mechanisms for credit fund recuperation, and evaluate their effectiveness.

12. Inform to the proper staff realistic regulations regarding the proper use of Project vehicles and resources.

13. Complete and apply the CUSG computerized system of accounting.

14. Interconnect CUSG and AIFLD-RDO computers for better monitoring.

15. Get any exporter to accept written legal contracts, including fixed or guaranteed prices for sesame.

16. Do not authorize credit in 1989 to anyone who sold corn and/or sesame and did not repay his loan, except for those who suffered crop damage from heavy rains.

B. Strategies to prepare Project expansion:

1. Authorize the Project's expansion to the western highlands and the eastern countryside.

2. For the highland area, hire one regional supervisor, four para-technicians (two agronomic instructors and two union instructors); eight promoters (four agronomic and four union promoters); one secretary and one clerk; according to the basic organizational chart.

3. Hire for the Eastern area (idem).

4. Candidates to fill the above-mentioned positions must meet the established qualifications very closely.

5. Provide full training in Project objectives, policies, procedures and programs to the two new

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work teams.

6. Assure proper office space for every regional office, if possible, with a telephone.

7. Request that every member of area staff prepare his plan of work, per year, quarter, and month.

C. Important actions to be taken after expansion:

1. Collect and develop technical and educational materials appropriate for the western highland area. Contact the technical assistance team of USAID Project 520-0255.

2. Obtain and develop technical and educational materials appropriate for the eastern area.

3. Request that every Project field coordinator (credit, marketing, organization, education) prepare a yearly, quarterly and monthly program of visits and field work in each area.

4. Provide the necessary equipment and material to each area team, including: one pick-up truck for each regional supervisor, one motorcycle for every para-technician (four motorcycles for each region), two motorcycles for each group of regional promoters.

GLOSSARY OF TERMS AND EQUIVALENTS

AIFLD	Interamerican Institute for Free Labor Development
ASL	Above sea level (altitude)
Beneficiary	Small independent farmer in the Southwest Coast, member of a Union, who obtain loans for corn or sesame production, or for both, from Project 520-0363.
CA	Cooperative Agreement; in this report this refers to Project 520-0363.
CEDET	Centro de Estudios para el Desarrollo de los Trabajadores. Center of Studies for Workers' Development.
"Coyote"	Spanish word for Guatemalan intermediaries buying from small producers for exporters.
"Cuerda"	Plot of 25 x 25 square yards, or 40 x 40.
CUSG	Confederacion de Unidad Sindical de Guatemala
INDECA	Instituto Nacional de Comercialización Agrícola, Guatemalan Institute for Agricultural Marketing.
"Indígena"	Guatemalan social segment including non-European people, but a mixture of Spanish and pre-hispanic culture.
IMEXA	Guatemalan Agricultural Exporter Business Enterprise.
"La Confederación"	CUSG
"Manzana"	10,000 square yards or 16 "cuerdas" (25 x 25)
ORD	Office of Rural Development, USAID Mission to Guatemala
PACD	The Project life time.
Quetzal	Guatemalan currency $1 = Q2.70

Quintal	Spanish term for 100 pounds
RDO	Rural Development Officer, AIFLD-Guatemala
Strabismic	Squint

I. INTRODUCTION

This is the final report on the Mid-term Evaluation of the Agricultural Production and Marketing Project (AIFLD-USAID 520-0363). The report includes an Executive Summary, a Glossary of Terms and Equivalencies used, a Table of Contents, a detailed description of the empirical findings of the Evaluation Team, and Conclusions and Recommendations for every Project component.

In addition, nine appendices have been annexed: First a framework for the evaluation, including a briefing on the Project's origin and quarterly evolution; the purpose of the mid-term evaluation, the Project's purpose and objectives, the specific questions to be answered regarding every Project component and aspect (statement of work); the integration of the evaluation Team; and the methodology and procedures applied during the evaluating work.

The second appendix, Evaluation Background, includes a description of the Southwest Coast area, specially the municipios covered by the Project; the regional organization of the Project, and the participating local groups.

The remaining appendices include terms of reference for the Project's evaluation, the instruments developed and used to collect the needed information; institutions visited; persons interviewed indicating names, positions and topics; documents obtained and studied; the Evaluation Team travels and local union organizations surveyed.

An oral presentation of the report's highlights was made to AID officers prior to the preparation of the final version of this Report.

A Spanish version of the report is being made.

It is the feeling of Consultores Agroindustriales that plenty information, conclusions and recommendations were included to assure maximum benefit to participants.

II. EVALUATION FINDINGS OF THE TEAM

A. PROJECT PURPOSE AND OBJECTIVES

1. Is the Project's purpose still valid?

The purpose of the Project is to provide the

"Confederación de Unidad Sindical de Guatemala" (CUSG) with the institutional capacity to administer a delivery service system to its affiliate farm unions.

According to nearly every project staff member and the evaluation team members, the Project's purpose and objectives are still valid.

2. To what extent is the Project's purpose being accomplished?

Implementation of Project requires filling the positions in the organization and designing work plans, policies, and more importantly, providing staff training in the use of the established materials to function properly.

The provision of dollars to AIFLD by AID allowed filling the RD Office positions, and purchasing three vehicles, a typewriter, some equipment and materials, about a year ago. Filling of the CA-CUSG positions started with CUSG staff members paid by AIFLD non-project funds in July 1987 and were later reimbursed by AID upon being approved by AID/Washington.

More than ten months after the Cooperative Agreement was signed, the quetzal funds had not been allocated. But affiliates had to plant, fertilize and apply pesticides, thus pressing CUSG to use its own funds to provide emergency credits.

But during the last six months (actual time of available project quetzal fund), the Central and Regional Office staff has been completed, including the Project Director. The logistical capacity, although planned faultily, is in place.

Position	Date of Filling
1. Project Director	11/01/88
2. Education Coordinator	09/01/87
3. Credit Coordinator	04/16/88
4. Marketing Coordinator	04/16/88
5. Finance Coordinator	04/16/88
6. Organization Coordinator	11/01/88
7. Regional Supervisor	04/16/88
8. Union Instructors	09/01/87
9. Agronomic Instructors	05/16/88
10. Promoters	10/01/87
	04/16/88

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While the policies and procedures for credit and financial control are finished, the marketing and educational subsystems are not yet developed.

In short, the delivery system of services is but partially completed. It has been growing slowly and needs refinement and full application.

3. Are Project objectives being accomplished?

The Project is directed to the following objectives:

- Increase the income and improve the quality of life of CUSG affiliated agrarian union members in the short and medium term through the delivery of agricultural services linked to the production and marketing process of the constituent small farmer products.

- Promote agricultural development and organization among these small primary producers through pilot programs which will have both the value of replication and a demonstration impact for expanding the membership of the agrarian unions.

- Develop the internal popular cohesion and outreach capabilities of the CUSG as a national Trade Union Confederation, simultaneously from the bottom up and the top down.

- Upgrade progressively, the administrative, financial and technical capacities of the CUSG to manage its resources, provide services, and effectively represent the interests of its fast-growing constituency.

- Contribute to the development of a democratic pluralism in Guatemala by promoting the economic interests of peasants through organizing and training, so that they can better develop and express these interests within a democratic framework.

The following sections document to what extent and how are Project objectives being accomplished. However, general trends of Project implementation are accomplishing these objectives.

An important point concerning the Project's objectives is the fact that corn-sesame production has been a traditional system among southwest coast independent farmers. Therefore, it has not been introduced either by CUSG or by

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the Project 520-0363. As a matter of fact, the Project is only reinforcing such agricultural pattern, and a correctly-stated objective would put it this way.

Besides using its own funds, CUSG has provided credit to its affiliates in this area (Southwest Coast) for corn-sesame production years before Project 520-0363 existed. But corn-sesame producers have been obtaining "advances" from "coyotes" (intermediaries) and/or credit from other sources, like cooperatives and particulars. Thus, it should be recognized that credit for sesame production of CUSG affiliate unions is neither an innovation of CUSG nor of the Agricultural Production and Marketing Project (520-0363) for the area.

4. Income increase from the harvest and sale of sesame and other crops financed during the first year

Even though sesame is a traditional crop among Southwest Coast small farmers, the Agricultural Production and Marketing Project has provided an innovation by having credit recipients under the Project utilize hybrid certificate seed R198. This certified seed only needs one application of pesticide and has a higher yield. If properly marketed, these yields should secure a higher income for Project recipients of credit. With traditional seeds, farmers get no more than eight quintales of sesame (quintal = 100 lbs.) per manzana (1 manzana = 1.726 acres). With the R198, they obtain an average of 12 quintales per manzana, thus allowing an increase of 50% on yields, and, consequently, a 50% of income increase.

5. Improvement of the quality of life

The issue of "improving the quality of life" would take, first, a longer Project life-span and not only three years; second, a component of health and nutrition; third, drinking water supply systems; fourth, a housing sub-project; and fifth, a stronger educational component. All of these surpass the present Project framework and is not likely to be attained through it. But this Project will certainly contribute to the accomplishment of this objective.

6. Promotion of popular organizations

According to reporters in visited sites, the Project either strengthened existing unions or caused the creation of new ones. The term "strengthened" here means that members became more interested, active and committed to union activities; it also means that new members joined the union.

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Around 50 to 60% of participating unions were created as a direct result of the opportunities the Project has to offer (12 or 14 unions out of 25), though a minimum time of existence was required (three months before the Project began). In unions visited by the Evaluation Team, leaders reported an average increase in membership of about 15%. For unions of 40 members, this represents an increase to 48 members.

Though difficultly measured, "popular cohesion" seems to be growing as new local organizations have been created, and collective enterprises are being undertaken. At the same time, the individual character of credit contracts avoids the "collective absorption of the individual" and a mutual respect is kept. In this sense, at least a "democratic pluralism" is preserved in the Project.

Funding CUSG is, therefore, important to support its outreach among independent farmers which would not otherwise get credit or technical assistance in the area, since most of them do not own the land they cultivate but just rent it in.

B. MAJOR OUTPUTS

1. What have been the actual major outputs to date?

Though some aspects pertaining to this section will be exposed in other sections, the overall situation can be summarized as follows:

Activity	FY 1988 Semester I		Semester II	
A. Organization and Training:	Scheduled[1]	Actual	Scheduled	Actual
1. Hiring of Project Staff	24	24	0	0
2. Purchase of Equipment	59	59	30	30

1/ Based on the Semi-Annual Report. (See Appendix F).

Activity	FY 1988 Semester I		Semester II	
3. Purchase of vehicles	7	5	1	3
4. Regional Office Organization	0	0	0	0
5. Central Office Personnel Training	2	2	0	0
6. Regional Staff Training Courses	1	0	0	0
7. Regional Baseline Study	0	0	X	X

B. Credit:	Scheduled	Actual	Scheduled	Actual
1. Staff Training	10	10	0	0
2. Credit Criteria design	X	0	X	X
3. Credit Procedures design	X	0	X	X
4. Train Regional Committee	X	0	X	0
5. Beneficiaries Credit Courses	16	0	32	23
6. Individual Loans	300	0	500	805
7. Amount Loaned (Q100)	0	0	Q200,000	Q123,830
8. Prepare Recuperation Process	X	0	X	X

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Activity	FY 1988 Semester I		Semester II	
C. Marketing:	Scheduled	Actual	Scheduled	Actual
1. Staff Training	10	10	0	0
2. International market research	X	0	X	X
3. Negotiate Contracts	0	0	2	2
4. Transportation Research	X	0	X	X
5. National Market Research	0	0	X	X
6. Processing Plant Study	X	0	X	0
7. Coordinate Product Transportation	0	0	X	X
D. Education:	Scheduled	Actual	Scheduled	Actual
1. Staff Training	12	12	0	0
2. Regional Needs Study	X	X	0	0
3. Intermediary Beneficiary Courses (Union Level)	8	0	48	17
4. National Administration/Organization Training	1	1	0	0

Some of the actual activities reported deserve some comments. Activities implemented through dollar funds, like organizational and preliminary internal training activities are carried out more or less on time. Credit activities were delayed, besides, by beneficiary pressures during the planting season. So, credits were given first, and then criteria, procedures and forms were systematized (during the second semester).

Marketing has a low profile during the first semester. Natural pressures came during the second semester. But the marketing situation right now is uncertain.

The Central Office and Regional staff training has taken place under work pressures, with relatively informally procedures, and is still incomplete. Education to beneficiaries has consisted mostly in talks concerning union aspects and something rather informal about credit and marketing, with no previous planning nor aid material.

C. Administrative Component:

1. **To what extent has the Project been able to strengthen CUSG's administrative capability to administer the Project properly?**

The term "administration" includes two main functions: planning and implementing; and three phases: communication, evaluation and decision-making.

The Cooperative Agreement and subsequent Implementation Plans authorized to AIFLD-CUSG by AID show that the Project has had an acceptable level of planning. Nevertheless, some failures can be pointed out:

(1) The most critical positions for field implementation (the coordinators) are not based in the Region, during at least the time that the Project is restricted to the Southwest Coast.

(2) Vehicles have been assigned to non-field personnel. (See organizational chart. Appendix A)

(3) Field workers do not have enough motorcycles.

(4) No agronomic promoters were provided.

As to the implementation function, the main problem, besides the delay in quetzal funding, has been the lack of a Program Director. CUSG's Executive Secretary occupied such position during the first ten months of the Project, but the extremely busy schedule he had to comply with in activities other than the Project's, made it virtually impossible for him to really conduct the Project, in spite of his evident interest and sympathy towards Project 520-0363.

Mid-term evaluators were informed that the Education Coordinator was named Project Director about a month ago, while keeping his former position. This necessarily raises the question as to the Education Component. If its past has not been good enough, its future would hardly be better. Besides, several reporters indicated that the Project Director is still the CUSG Executive Secretary while the Education Coordinator is the Project's Sub-Director.

On the basis of the Project's current conditions and of the problems reported, it can be said that out of the two Project ingredients--the union movement and the agricultural production and marketing--the first has a higher priority for the Project's decision-making CUSG officers.

Actually, the Project staff at the Central Office suffers from a strabismic vision of the Project personnel: those "concientizados" (embedded in the union movement) and "los técnicos" or "académicos" (Guatemalan euphemism for theoreticians or non-pragmatic and non-realistic people). Credit and marketing coordinators are not seen as fully "concientizados." Decision-makers and "trustworthy" people are the "concientizados." The root of this squint vision of the Project lies in a lack of dynamic communication between both parties. The term "dynamic" here means a frank, honest, open, transparent discussion of differences in their conceptions of the Project's nature, purpose, objectives and its potential benefit for the CUSG regional and national programs, and for small independent needy farmers.

Some effects of the "strabismic" vision of the Project are a certain degree of distrust between the union-oriented and the technical staff members. Technical field work has had insufficient moral and logistic support from other components, both at Central Office and Regional levels.

From interviews carried out with practically the entire Central staff, the CUSG General Secretary can be identified as an officer who has, in reality, not only in words, a properly balanced and harmonious vision of the Project. The

solution for the Project's Direction would be having the CUSG General Secretary as effective Director; or recruiting someone with such a vision to fill the position; or help the Sub-Director/Education Coordinator develop such vision, through courses abroad, or something.

The Administrative capability of CUSG is growing, but has not developed enough to ensure full implementation of the Project in the Southwest Coast.

2. **To what extent has the Project been able to strengthen CUSG's administrative capability to a level which will ensure efficient implementation in the areas of Jutiapa and Totonicapán?**

CUSG's administrative capabilities are not at the level necessary to ensure efficient implementation in the areas of Jutiapa and Totonicapán, from the technical viewpoint.

D. CREDIT COMPONENT

1. **Are adequate policies and procedures to facilitate loan approval, collection, and evaluation in place and under the control of the Credit Coordinator?**

The Project's main job is providing credit to CUSG affiliates.

Eight hundred and five small independent producers are benefitted by Project 520-0363. Five hundred sixty-five obtained loans for corn production (70%); and 240, for sesame production (30%). Some beneficiaries obtained loans for both.

Individual credit amounts range from Q120 - Q150 for one manzana (10,000 square yards) and Q250 or Q300 for two manzanas of cultivated land.

The Credit Coordinator reports Q80,239.90 were used for corn credits and Q45,739.59 for sesame credits. More than 90% of these small independent farmers do not own land, but rent it in; eighty percent of them rent one manzana or less, and more than 50% rent 1/4 of a cuerda (40 x 40 yds.). All beneficiaries are men; perhaps 30% of them are indígenas belonging to the Mam, Quiche, and Cakchiquel linguistic groups. Less than 50% of all beneficiaries know how to read and write.

Policies and procedures to facilitate loan approval, collection and evaluation are in place and under the control of the Credit Coordinator.

Compared to procedures formerly used by cooperatives and particulars in the Southwest Coast, Project 520-0363 has implemented procedures that must secure the recuperation of funds in a better way. In the past, some cooperatives have provided cash to farmers; others have reimbursed costs incurred in obtaining fertilizers and pesticides decided by the farmers; others have provided the products on credit basis without having the farmers sign legal documents. The recuperation depended exclusively on the farmer's goodwill and possibility.

Project 520-0363 prepares individual contract documents having the farmer sign it down; in addition, the same farmer appears in a union contract signed down by members of affiliate unions and its General Secretary. These contracts constitute legal instruments and can be enforced legally and can replace the former goodwill assurance of verbal contracts.

CHART NO. 1

Recuperation Under Agricultural Production and Marketing

Project 520-0363

Product	Amount Loaned	Repayment Deadline Date	Amount Repaid to 12/31/88	Percent Repaid to 12/31/88
Corn	Q80,239.90	11/18/88	34,684.15	43.22%
Sesame	45,739.59	12/31/88	16,302.00	35.64%
TOTAL	Q125,979.49		Q50,986.15	40.47%

2. **Is staff trained in the application of policies and procedures?**

The Credit Coordinator was hired just at the time the credit for sesame was being provided. The policy, procedures and forms were developed later. This adequacy is being

determined post facto, and will be fully evaluated during the period May - July 1989, just before the corn and sesame plantings take place.

Field staff has been participating in exercises to apply the procedures and forms, but the question remains as to who is the "appropriate staff" to be trained. While there are eight field workers, their priority has been union activities, and they have provided little help to the Credit Coordinator in this extremely important activity.

3. Does the Credit Coordinator have responsibility for the computerization of the credit system and daily input of credit data and, more importantly, is the credit system in place and is credit data revised daily?

The PC computer is in the Central office. A special file for credits has been opened, but probably there is no need now to revise it every day. The Credit Coordinator has access to this file.

4. Are beneficiaries aware of these policies, and procedures, and their responsibility to repay the loan?

Beneficiaries contacted are aware that, being CUSG affiliates, they can get the credit and they must repay the loan.

5. Is the credit program responsive to the credit requirements of union affiliate members?

The credit program has been responsive to its union affiliate members, but within its limited resources. According to Project leaders, actual demand for credit is three times more than the actual number of beneficiaries.

6. About the capability of CUSG to manage credit funds

CUSG's capability to manage credit funds is not new. It has been providing credit to producers during the past three or four years. Since this Project demands better management, the presence of a Credit Coordinator and a Financial Coordinator has improved its capability. AID delays tested this capability and it proved adequate.

E. EDUCATION/TRAINING COMPONENT

1. Has a systematic program for education/training

been developed?

As early as the first quarterly report, elaboration of educational materials is mentioned; and two seminars were designed and prepared by the AIFLD Officer for the Project's central and regional staff. In addition, educational activities are reported with nearly every one of the 44 affiliated unions in the Southwest Coast. This team requested from CUSG the Program of Educational Activities and educational material produced for the Project, and obtained the following material.

1. Educational Process of CUSG - Five pages. It includes Introduction, which explains basic concepts on the union movement; Objectives: create consciousness, ideological formation, historical and theoretic information about the union movement; preparation of leaders; The Educational Process, with seven stages; Education, which is individual and self-evaluative at each stage.

2. Program for the Course on Motivation (two days). One page. Schedule including topics such as condition of Guatemalan workers; CUSG; health, work and family; the workers, the community and the business organization; rural and urban work; groups; labor unions; debates. The course is conducted by CEDET (Centro de Estudios para el Desarrollo de los Trabajadores de Guatemala-Guatemalan Center for the Development of Workers).

3. Pilot Program (Two days). One page. Schedule with topics such as consciousness of union membership, human rights, international labor union movements; union organization, political participation.

4. Pilot Program for the Basic Course I (2 days). One page. Schedule, with topics like CUSG, union movement in the world and Guatemala, leadership, union rights, pledges, parliament procedures.

5. Program for the Basic Course for Union "El Tule," Jutiapa. (Two days). One page. Schedule with a modified version of topics of the former program (4).

6. Special Program for the Hotel Fiesta Labor Union. (One week). One page. Schedule with the basic topics.

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7. A three-day version program of the Basic Course. Two pages.

8. Program of the Intermediate courses for Executive Committees and Councils. (Six days). Three pages. Schedule and topics such as socio-economic conditions of workers, world development of capitalism, group dynamics, labor laws, history of Guatemala, contemporary ideologies.

9. Program of a Basic Course for the "Luz y Fuerza" Labor Union. (Workers of the Electrical Company). (Five days). Four pages. Schedule and topics similar to other basic courses.

10. Training Program for Union Leaders. (Six days). Five pages. Schedule and topics: Union organization, community, public sector, Inter-institutional coordination, planning techniques, parliament procedures, union administration, communication process, social organization, labor laws, leadership, project design techniques.

11. Program of a Union Leaders Course. (Five days). One page. Schedule and topics: Philosophy, labor unions, democracy, sociology, economy, labor laws, and politics. This was the only program designed in 1988.

12. Forms. One page each.

- Monthly reports from promoters
- Description of activities (control)
- Monthly program of Educational visits by promoters
- Specific instructors' report of activities.
- Evaluation of promoters or instructors activities by the union leaders, addressed to the Director of CEDET / Education Coordinator

13. Copies of "Tema Agrario" (The Agrarian Question, 1986). Sixteen pages. Booklet touching several aspects of the agrarian reform issue.

14. Copies of "Unidad," the CUSG half-tabloid newspaper, eight pages, with articles on CUSG, rural credit, marketing, labor unions and news.

15. Copy of "Solidaridad con la Lucha" (Solidarity in the Struggle, 1988), eight pages, newsletter type.

16. Full color booklet "CONAVIGUA" (National Confederacy of Guatemalan Widows, 1988), Twelve pages.

2. Which areas are being covered in actual training courses and have training materials been developed (i.e., sesame production, credit criteria, parliamentary procedures)?

The concept of education/training applied by CUSG can be clearly seen. All programs and materials relate to union subject-matters and activities. None of them relates to agricultural production and marketing.

It should be noted that but with one exception, all programs were designed and applied in 1986 and 1987, prior to the initiation of the subject Project. Moreover, but with one other exception, all materials were prepared before the existence of Project 520-0363.

This lack of educational material produced under the Project represents a serious shortfall that must be addressed quickly, if the Project is to have any real impact in developing CUSG and benefitting its affiliate members.

It has to be said that for union developmental purposes, the programs and materials being utilized are serious, ideologically balanced and high quality. However, for Project 520-0363 to succeed, this is not enough. In short, what is needed is the development of courses and material dealing with Project planning, Project implementation, the development of several credit and marketing policies, and a complete change in emphasis clearly favoring/stressing the technical aspects of the Project over the unionism aspects.

Failing to stress the technical aspects will cause technical failures, loss of credibility for CUSG, which will jeopardize the political programs of CUSG.

It is thought that in order to get the Project back on track, that CUSG must be confronted with the findings of this report and take quick action to beat up its educational component. Moreover, the entire staff needs to go through a team building seminar stressing technical aspects of the Project.

3. Does the education system integrate Project

activities, actions, strategies, and tactics of applied learning?

Quarterly Reports include educational activities during the life of the Project with nearly every union at the Southwest Coast. But no plans, schedules, contents or materials are annexed. From interviews with instructors, promoters, union leaders and affiliates, (all of these, Project beneficiaries), it can be said that these reported activities refer to union topics and some information about the credit and marketing activities. Most of what one would call agricultural production and marketing components of the Education Program are touched mainly by the so called "technical assistance" activities. Namely, only the "peritos agrónomos" in the field staff seem to feel some commitment towards this goal. The remaining field staff view union aspects as higher priority.

To date, no materials or courses have been designed on agricultural production and marketing, either for field staff or for farmers. Therefore, it is clear that Project activities are out of balance with unionism activities being stressed to the detriment of the Project's technical component.

4. Is the training adequate for each level of implementation?

While the training on union subjects could be considered as "adequate at each implementation level," education of agricultural and marketing aspects is all but non-existent.

5. Is training developed and adequate to train local union leaders in administrative and organization skills and democratic trade unionism?

The level of development and adequacy of training for local union leaders in organization skills and democratic trade unionism, is appropriate; in administrative skills, it is weak, but seems to improve with time.

6. Have training activities been coordinated with the technical assistance component to ensure maximum impact?

As a matter of fact, the only detectable activity is the union's education. However, this is carried out through staff responsible for technical assistance. Detectable technical assistance is weak, and it refers in an informal way to credit and marketing. It is almost unexistent for

production.

F. MARKETING COMPONENT

1. Have loan beneficiaries been convinced to market together?

Only 50% of the beneficiaries have been convinced to market together, and the market for this year's sesame crop is uncertain regarding the exporter, and discouraging regarding the "coyotes."

2. Has a market for this year's sesame been developed for Project beneficiaries?

The Marketing Coordinator has been working alone during most of the time of his contract with the Project, although a 'marketing assistant' has been contemplated. He has concentrated his efforts in helping groups of farmers sell their corn and sesame crops. Thus, he has to travel to the Capital City and to the countryside. He has not been given a vehicle and the five trips he has taken to the Coast during his seven months of work have been done using public transportation or asking the CUSG Assistant General Secretary (Secretario General Adjunto, who happens to be the Organization Coordinator and Assistant to the Education Coordinator) or the AIFLD - Rural Development Officer, for a ride.

He is an agronomist and worked for more than ten years at INDECA (Guatemalan Institute of Agricultural Marketing), but did not succeed in his effort to get INDECA to keep up to its promise of buying CUSG corn production. Affiliates had to sell to "coyotes" at a price that did not even cover production costs.

He has visited the unions trying to motivate them not to sell the sesame to "coyotes" (Q55/100 pounds), but through one of the five "big" exporters who control the marketing of Guatemalan sesame, at Q72 - 74 / qq (100 pounds). The exporter would ship the sesame in the late December, and producers would get their money during the following week. Considering the endemic need of cash, small independent farmers suffer, waiting is a major sacrifice.

3. Is the established loan recuperation system tied to marketing?

At least 50% of the sesame producers sold their product to "coyotes" or to exporters. The remaining sesame

producers, as of December 14, 1988, were waiting for the Marketing Coordinator's exporter to pick up the sesame at the gathering sites, for subsequent shipping to Japan, and pay the farmers a better price around the last days of December 1988.

After they are paid, either they themselves repay their loans, or the Project's field personnel discounts the corresponding amount of money from each individual.

However, there could be some farmers reluctant to repay, arguing that they "have been damaged and decived by the Project," referring to the delays caused by AID.

4. Does the Marketing Coordinator have the skills necessary to determine the feasibility for an assembly center for sesame, to design it, and to contruct one? If not, what actions are needed to initiate the study and what qualifications does the Coordinator lack?

Sites visited by the Evaluation Team already had assembly centers for agricultural products, though these unions were using communal centers or houses, or the warehouse of the Union's General Secretary. However, the Marketing Coordinator can identify, and, as a matter of fact, has identified appropriate places for assembly centers, though he has not planned or built any.

5. Has the market mechanism been developed?

This mechanism includes collecting the sesame at assembly centers and waiting for only one broker to ship it to Japan. Producers get paid 15 to 17 days later. The Marketing Coordinator argues that there is only one buyer because he offers better prices than the other four buyers.

The problem is that the exporter, in offering a higher price to CUSG producers (according to the Marketing Coordinator), jeopardizes his relationship with the other four "big" exporters. Because of this, "he wants the operation to be a covered one and will not accept written legal contracts." So, the fifty percent of producers willing to wait are really trusting the Marketing Coordinator's word. If something goes wrong with the exporter, the Marketing Coordinator will be blamed and the already weak credibility the Project still has will be irreparably lost.

Thus, the most critical test of the Project is just about to take place.

U?

G. Technical Assistance Component

1. Has adequate and timely technical assistance been provided to the Project to date?

One of the problems in evaluating this Project is that the discourse of AID and the discourse of CUSG belong to different universes. For instance, AID speaks of "technical assistance," which is clear for the Evaluation Team since the Project is mainly addressed to agricultural production and marketing. But CUSG speaks of "instructors." They have two "union" instructors, assisted by four promoters; and two "agronomic" instructors with no field assistants.

The unbalanced situation of the Project can be seen here clearly: Two field workers for agricultural production and marketing activities; and six field workers for union activities. Some CUSG reporters, specially from "the union side" argued that the six union workers also act as agronomic, credit and marketing assistants. From interviews held with both, union leaders and affiliates and the Project's Central and Regional staff, it is clear that such has not been the case in the past, but could be in the future. On the contrary, the so called "technical components" complain that field workers, even sometimes the agronomic ones, do not cooperate in field activities because "they have superior order to work with priority in union activities." Interviews with union leaders and affiliates confirm that several visits, talks and activities have taken place at union sites concerning the union topics, both with promoters and instructors, whether agronomic or union-oriented. The same persons interviewed report that in the last eight months, they have received only one or two visits for agronomic and marketing purposes.

So, the agronomic technical assistance seems to have been minimal, with no support from the non-agronomic field staff, and with no support in educational activities and materials.

2. How effectively does the Project Director coordinate technical assistance activities with the Project's requirements?

The main activity of general coordination is currently carried out by Ing. Jose Antonio Alfaro, who according to some staff members, is the Project Director and according to other staff members is the Project Sub-Director. If he is the Sub-Director, then the Director has nothing to do with

the Project, specially in activities like coordination. But if he is the Director, then he coordinates mainly the union part of the Project.

3. What technical assistance is needed during the next six months?

During the next six months, three types of technical assistance must be provided and emphasized: First, Mr. Braaton 's technical assistance to CUSG. He must continue helping the Central Office staff in (1) developing a correct vision of the Project and its technical aspects; (2) completing the administrative, financial and managerial norms, policies and procedures; (3) providing technical support to field activities of coordinators and regional staff.

Second, specific technical assistance must be provided to the Education Coordinator, to develop a formal, technical and systematic program of Education, both for staff members and beneficiaries. Particularly, this short consultancy should allow the development of culturally appropriate educational material.

And third, para-technicians should develop a formal and systematic training program for promoters providing technical assistance to producers in agronomic, credit and marketing aspects. Para-technicians must also develop a program of direct technical assistance to producers.

4. Technical Problems

All technical problems related to corn and sesame production, credit and marketing, seem to be within the capabilities of the para-technicians. However, they emphasize union activities only.

H. PROJECT MANAGEMENT

1. What priority do Project implementation activities have within CUSG and AIFLD?

In the section labeled "Administrative Component" it was advanced that Project 520-0363 at CUSG has less priority than union movement aspects.

This could be expected, given the nature of institution that CUSG is, and should not necessarily be seen as a distortion of the Project. But the unbalance is still strong

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and needs to be corrected.

However, according to Mr. Palenque, AIFLD-Guatemala Director, they consider political aspects of the Project as high priority. This clashes with Mr. Trujillo's opinion that technical aspects of the Project have higher priority.

2. Are CUSG and AIFLD aware of and following AID regulations regarding use of resources provided by AID for Project implementation?

The AID Technical Representative provided written regulations to AIFLD, concerning the use of Project resources; particularly, the vehicles. AIFLD, in turn, communicated these to CUSG's General Secretary and Project Central Staff. Apparently, staff members do not perceive these regulations as official. However, this can be easily solved by passing a note.

3. Overall AIFLD-CUSG Institutional Relationships, Coordination and Decision-Making Process

The AIFLD RD Officer's role within the Project seems to have weakened after the quetzal funds were made available, according to the coordinators interviewed. The form this weak relationship takes is a barrier in CUSG towards RD Officer participation in Project activities, though, of course, there is no open rejection.

Evidently, the AIFLD-RD Officer's role as technical advisor to the Project is the normal channel to monitor its implementation, evaluate, provide regular feedback and contribute in special needs, like for instance, the Educational Program. AID could expect such Officer to provide the above-mentioned functions to the Project. And yet, the barrier between him and CA-CUSG must be such that he is really in an uncomfortable position to actually monitor and modify Project implementation. There are ethnical and ideological elements in the barrier, and it will be difficult for the RDO to play such a role. Nevertheless, he has to play it. Thus, it is necessary to use top level communication among the Project CUSG Director and Sub-director, the AID Technical Representative, Mr. Palenque and Mr. Braaton, to discuss and settle the issue.

Another issue that needs clarification is who is really the Project Director. Is there going to be a sub-director? Concerning the decision-making process, interviewed Project officers indicate that the Director, the Coordinators and the Regional Supervisor meet every Monday in the Central Office

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(they are going to change to Friday) to decide priorities concerning activities, places, emphases, persons, and so on. In order to decide, the Director/Coordinator of Education explains that the Regional Supervisor and the Coordinators communicate news, problems, suggestions; and together they program the work for the week. After decisions are made, the Regional Supervisor communicates the programs to his field staff for their implementation.

Presumably the Regional Supervisor functions as a two-way communication channel between Southwest Coast and Central situations. But it happens only partially so. Decisions communicated to field workers relate most of the time to union movement activities. So, they provide significantly less support to technical activities.

Nevertheless, pressing regional needs and problems of technical, agricultural and marketing natures, reach the Project Directors, mainly through the Credit and Marketing Coordinators. What the present Director needs, then, to balance technical field work is a personal re-arrangement of priorities, or let someone else play the decision-making role.

4. CUSG's and AIFLD's bases to support Project activities in Retalhuleu

Main Project activities in the Southwest Coast are credit promotion, union education, and corn and sesame marketing. Technical assistance is weak. The main support for these activities comes through the credit, organization and marketing coordinators. However, credit and marketing coordinators lack vehicles. Also, there seems to be some fear among the "concientizado" sector of Central staff towards supporting travel activities of these two coordinators, and, in general, any promotion of technical aspects of the Project. A portion of this fear has been communicated to regional staff, which fully supports union activities and weakly supports those related to technical activities.

On the other hand, administrative procedures for credit and marketing need to be refined at the Central Office. However, the most important issue which must take place at the Central Office, in support of the Project's field implementation, is the improvement of perceptions of the Project's technical aspects.

I. FINANCIAL PROJECT SUPPORT

1. **Has adequate financial support been provided to the Project?**

Given the Project's purpose, objectives and delay in allocating the quetzal funds, the financial support was enough for the first year.

If the target number of beneficiaries in the Implementation Plan FY 1988 were 800 sesame producers, then the delay in quetzal allocation caused a loss of around 70% of potential beneficiaries. Only 240 sesame producers actually are Project beneficiaries.

Concerning the provision of AIFLD and CUSG funds, the situation is as follows (cf. The July - September, 1988 Quarterly Report, pp. 8-10):

CHART NO. 2

TOTAL COUNTERPART CONTRIBUTIONS

	Period 9/87 - 9/88
AIFLD	Q237,823.29
CUSG	38,713.16
TOTAL	Q276,536.45

AID vouchers showing contributions to AIFLD to support the Project have been revised. Results show that total contributions as of 10/88 were $130,878.50 and Q446,724.55. Therefore, total amount in quetzales will be Q800,096.50.

Based on AIFLD documentation, AID has contributed in $146,311 and Q410,481.16 as of 10/88. Therefore, total amount in quetzales will be Q805,520.86. There is a small difference in the total amount contributed by AID compared with AID documentation. Also, it seems that they differ in some accounting criteria.

2. **Are adequate financial resources available to fund the Project through its PACD?**

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Concerning this question, planners and financial decision-maker Project officers estimate that total funds are adequate to cover credit demand, logistical needs and personnel not only in the Southwest Coast, but also in Totonicapán - Quetzaltenango and Jutiapa-Jalapa-Santa Rosa.

The Evaluation team analyzed the documentation provided by AIFLD and AID. Summarized findings are set forth below:

CHART NO. 3

Funds Available for the Project through its PACD

	Total Budget	9/30/87 - 10/30/88 Approximate Amount Spent	Approx. Outstanding Balance
AID	Q3,240,000	Q800,096.50	Q2,439,903.50
AIFLD	229,068	237,823.29	(8,755.29)
CUSG	64,746	38,713.16	26,032.84
TOTAL BUDGET	Q 3,533,814	Q1,076,632.95	Q2,457,181.05

The Project has undergone 1/3 of its projected life and also has used up a third of its total budget. If the projected expansion fails to be authorized and carried out, the remaining funds will clearly be enough for Project implementation in the Southwest Coast. If expansion is authorized but not for 1989, but for 1990, funds will still be enough, as that would mean a one-year operation in the highlands and Eastern countryside. However, if an expansion is authorized and carried out in 1989, then additional funds will probably be necessary.

According to the above, AID would probably be in need of providing about Q1,000,000 in additional funds in order to provide adequate financial resources until 1990, for the three regions. These funds will include the hiring of two fifteen-member regional teams, providing each team with a pick-up truck and six motorcycles, as well as equipping two regional offices, including the operational expenses involved plus credit funds.

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3. Provision of In-Kind Support

The Major Outputs section shows the manner in which personnel, materials and vehicles were provided. Positions on the organizational chart for the Project were completed in May 1988, and vehicles in August 1988. Materials were completed when the quetzal funding was provided. However, the problem is that the Cooperative Agreement itself had its failures. As was said earlier, no agronomic promoters were provided; two key coordinators (credit and marketing) lack working vehicles; motorcycles are insufficient; and part of the Central Staff (credit and marketing) should have been based in the Southwest Coast at least during the first year of the life of the Project.

J. INSTITUTION BUILDING PRECEPTS

1. **Are Project activities building CUSG's abilities to provide needed services to their affiliate union members?**

Services provided for several years by CUSG to its affiliates are: assistance in union organization, moral and social support, labor legal orientation and credit for agricultural production in rural areas. With Project 520-0363, CUSG has incorporated new services: provision of certificate hybrid seeds; credit for wages, pesticides and not only fertilizers; and orientation for group marketing through exporters. But the delay in providing the quetzal fund by AID really tested CUSG's capacity to respond to its affiliates not only in traditional but also in new services. The project committed CUSG in these new services with the farmers, and CUSG used its own resources to face and solve the situation. The quetzales came when the emergency had passed. In this sense, CUSG has strengthened its ability to provide needed services to their affiliates union members, not always because of the Project, but sometimes despite of it.

2. **What percentage of CUSG members have received Project assistance to date?**

Eight hundred and five small independent producers are benefitted by Project 520-0363. Five hundred sixty-five obtained loans for corn production (70%); and 240, for sesame production (30%). Some beneficiaries obtained loans for both. This was the result of delay in providing quetzal funds.

Individual credit amounts range from Q120 - Q150 for one

manzana (10,000 square yards) and Q250 or Q300 for two manzanas of cultivated land.

The Credit Coordinator reports Q80,239.90 were used for corn credits and Q45,739.59 for sesame credits. More than 90% of these small independent farmers do not own land, but rent it in; eighty percent of them rent one manzana or less, and more than 50% rent 1/4 of a cuerda (40 x 40 yds.). All beneficiaries are men; perhaps 30% of them are indigenas belonging to the Mam, Quiche, and Cakchiquel linguistic groups. Less than 50% of all beneficiaries know how to read and write.

All 805 Project beneficiaries down at the Southwest Coast total 0.32% of the alleged 250,000 CUSG members in the country, and about 47.9% of its members in the Southwest Coast area.

3. How do the members of CUSG's central office view the Project?

Actually, the Project staff at the Central Office suffers from a strabismic vision of the Project personnel: those "concientizados" (embedded in the union movement) and "los técnicos" or "académicos" (Guatemalan euphemism for theoreticians or non-pragmatic and non-realistic people). Credit and marketing coordinators are not seen as fully "concientizados." Decision-makers and "trustworthy" people are the "concientizados." The root of this squint vision of the Project lies in a lack of dynamic communication between both parties. The term "dynamic" here means a frank, honest, open, transparent discussion of differences in their conceptions of the Project's nature, purpose, objectives and its potential benefit for the CUSG regional and national programs, and for small independent needy farmers.

Some effects of the "strabismic" vision of the Project are a certain degree of distrust between the union-oriented and the technical staff members. Technical field work has had insufficient moral and logistic support from other components, both at Central Office and Regional levels.

4. Comparison between CUSG members participating in the Project and non-participants.

Participants:	Non-Participants:
Grow corn and sesame	Grow corn and sesame

Use R198 sesame seed	Use creole sesame seed
Obtain loans from Project	Obtain advances from "coyotes"
Have a sesame yield of 12 quintales per manzana	Have a sesame yield of 8 quintales per manzana
Able to sell in group	Sell individually
Market through brokers	Sell to "coyotes"
Able to obtain up to Q72/ sesame quintal	Obtain Q55/sesame quintal
Use pesticides besides fertilizers	Use fertilizers

Differences between both groups are significant enough for funding the Project and expanding it to other areas.

III. CONCLUSIONS AND RECOMMENDATIONS

A. PROJECT PURPOSE AND OBJECTIVES

1. Conclusions:

a. In general, Project activities have adhered to the Project's purpose and objectives.

b. According to different Project participants, the Project's purpose and objectives are still valid.

c. But an unbalanced situation is evident, favoring union aspects of the Project's objectives and letting its agricultural production, credit, and marketing aspects go by themselves.

2. Recommendations:

a. CUSG leaders should accept the production, credit, marketing and agronomic technical assistance of the Project, at the same level of importance than union movement aspects.

b. In order to achieve this, a seminar including open and frank discussion of the conceptions of the Project on the part of its different types of executors, is recommended.

B. MAJOR OUTPUTS

1. Conclusions:

a. Organizational and some training activities for the central office and regional staff were carried out more or less on time.

2. Recommendations:

a. All coordinators and Project personnel should be informed of the annual work plan in order to obtain from them a commitment towards achieving the major outputs.

C. ADMINISTRATIVE COMPONENT

1. Conclusions:

   a. CUSG's administrative capability to implement the Project in the Southwest Coast has been growing steadily in the last eight months.

   b. In order to achieve full implementation of the Project in the Coast, its administrative procedures must be further developed.

2. Recommendations:

   a. Credit, technical assistance and marketing procedures must be consciously and persistently developed at the Coast; "How to..." manuals must be prepared for technicians and field workers.

   b. At least four agronomic promoters should be hired to assist Agronomic Instructors in the Southwest Coast.

   c. At least four more motorcycles should be assigned to the agronomic instructors and promoters in the Southwest Coast.

   d. At least two four-wheel vehicles should be assigned to the credit and marketing coordinators.

   e. Each coordinator, instructor or promoter should prepare a monthly plan of work, according to regional and technical needs.

   f. Each coordinator, instructor and promoter should prepare monthly reports of actual vrs. planned achievements.

   g. Carry out an evaluation of activities and results every quarter, with participation of the entire staff.

   h. Let the AIFLD RD Officer monitor the Project more closely and frequently. He should participate in the planning, implementation, evaluation and follow-up of Project activities.

D. CREDIT COMPONENT

1. Conclusions:

   a. Credit policies, procedures, forms and norms have been developed.

   b. The CUSG General Secretary has not, up to this day, authorized credit policies, procedures and norms.

   c. Project staff is not applying the norms and procedures, since it is not official yet.

   d. The credit mechanism of recuperation is still uncertain.

2. Recommendations:

   a. Let the CUSG General Secretary officialize credit policies, norms, procedures, and forms, and divulge them, so that staff members and beneficiaries can apply them.

   b. In order to ensure fund recuperation, apply, without any exception, the strategy of solidary group marketing.

   c. Emphasize through educational activities with affiliates the necessity of repaying loans to collect credit funds for the coming year.

E. EDUCATION / TRAINING COMPONENT

1. Conclusions:

   a. Only union aspects of Educational activities have been planned and implemented.

   b. Most union education contents and materials have been conceived and elaborated with an "urban, middle-class, ladino mind."

   c. The Education Coordinator recognizes the importance of the Educational component, both in union and technical aspects, but needs specialized help to operate a balanced educational program.

2. Recommendations:

   a. Hire a specialized assistant to the Education

Coordinator, with experience in developing agricultural production, technical assistance, and marketing educational programs and materials.

b. Design, prepare and implement an educational program, specifically on agronomic, marketing and credit aspects, for beneficiaries.

c. Let the RD Officer monitor particularly this program.

d. Develop materials in production, organization, marketing and use of credits, for independent small farmers is the fundamental one for Project 520-0363. Posters, booklets, courses and newsletters are needed on:

- soil conservation
- irrigation
- crop diversification
- organized marketing
- use of credit
- correct use of fertilizers
- correct use of pesticides
- post-harvest handling
- simple controls of agricultural activities
- simple accounting systems for small farmers

For the Project's field workers, other necessary materials and courses are:

- Cross-cultural communication and interaction
- Cross-cultural technical assistance
- Organization
- Planning Techniques
- Evaluation Techniques

F. MARKETING COMPONENT

1. Conclusions:

a. Only 50% of sesame producers (120 or less) have been convinced of marketing together.

b. One possible international market (Japan) has

been identified in Guatemala (one exporter), with prices higher than those of local "coyotes."

c. The remaining corn and sesame producers already sold, locally, at lower prices, and no recuperation has occurred with them.

The marketing coordinator does not have the time and the necessary logistical support to take care of the assembly center for sesame projects.

2. Recommendations:

a. Not to authorize future credit to anyone who had credit from the Project this year and did not market with his group, through the established system.

b. Train Project staff to announce one and the same marketing system.

c. Let the marketing coordinator look for, find and secure cooperation from other exporters paying good prices.

d. Provide a four-wheel vehicle to the marketing coordinator.

e. To instruct field staff to secure cooperation with the marketing coordinator.

f. The marketing operation, through exporters, though discrete, must be done with written legal contracts, indicating a fixed or guaranteed price for the commodities.

G. TECHNICAL ASSISTANCE COMPONENT

1. Conclusions

a. Evidently, the AIFLD RD Officer has done his best to assist CUSG, not only in securing the people, equipment and materials, but also to provide Project staff with the basic knowledge and skills they need to perform their duties.

b. Nevertheless, a certain barrier keeps the AIFLD RD Officer from effectively providing

the needed technical assistance.

c. At the same time, the Project field coordinators and instructors find difficult to assist the beneficiaries in agronomic, credit and marketing issues, because of the union's orientation of the official emphases and the lack of an adequate logistical capacity.

2. Recommendations

a. To hold, as soon as possible, top level talks among the AID Technical Representative, AIFLD-Guatemala Director and RD Officer and CUSG General Secretary and Project Director / Coordinator of Education, for an open discussion regarding the Project's status, the AIFLD RD Officer and the agronomic, credit and marketing components in CUSG, and secure a proper participation of the AIFLD RD Officer in the Project's overall activities, and a balanced vision of the union and technical aspects of the Project.

b. Let CUSG and CA Directors provide a better logistical and human field support to technical components such as agronomic, credit and marketing technical activities.

c. Hire four agronomic promoters, for the Southwest Coast, to assist the agronomic instructors, and credit and marketing coordinator in providing technical assistance to the beneficiaries.

d. Provide four motorcycles to agronomic field workers, for the Southwest Coast.

H. PROJECT MANAGEMENT

1. Conclusions:

a. There is a confusion among staff members concerning who is the real Project Director, if there is a Sub-Director, who is responsible for the Educational Program, what is the real standing and function of the AIFLD RD Officer in relation to the CA and in general their respective job descriptions.

b. There is a strabismic vision of the Project: the "concientizado" segment (embedded in the union ideology and movement) and the "technicians" (theoreticians, non-pragmatic), the "concientizados" having control of the decision-making process, with less support for technicians' activities.

c. Probably, there might be a lack of real commitment of the "concientizado" segment towards the technical aspects of the Project.

d. There is not adequate communication between "technicians" and "concientizados," between technicians and regional workers, and between the Direction and the farmers.

2. Recommendations:

a. Officially define, in writing, who is the Project Director.

b. Recruit an adult education specialist, either to assist or to replace the current education coordinator, if he is the Director or Sub-Director of the Project.

c. Hold a seminar, with the participation of the entire staff and AIFLD officers, for an open, wide, honest, transparent and frank discussion of the problems pointed out in the conclusions.

d. Elaborate and divulge CUSG and Project regulations concerning the use of vehicles and other Project resources.

I. FINANCIAL PROJECT SUPPORT

1. Conclusions:

a. In general, both CUSG and AIFLD have contributed to the Project according to projected amounts and dates, reacting to AID movements in funding the Project dollars and quetzales.

b. Delays in funding the Project by AID caused a loss of 70% of potential beneficiaries of sesame production, a loss of credibility of

AID vis-a-vis CUSG, and a loss of credibility of CUSG and the Project to the eyes of the farmers.

c. According to Project conductors and coordinators, the funds will be enough for the Project through its PACD, including its expansion to the highland and the eastern countryside.

d. It is the opinion of the Evaluation Team, that the funds will be sufficient, depending on when expansion to the highlands and eastern countryside is authorized.

2. Recommendations

a. To systematize the accounting procedures of the Project.

b. Complete and use the computerized system of accounting.

c. Interconnect CA and AIFLD RDO computers, for a better monitoring.

J. INSTITUTIONAL BUILDING PRECEPTS

1. Conclusion:

The incorporation and durability of technical components effectively operative on the field is the real test of CUSG institutional development, though in a difficult way and slowly, such process is taking place.

2. Recommendations:

a. The organizational structures and procedures of the Project need to be tested and validated on the field, at least for a complete agricultural cycle down the Southwest Coast.

b. Correct the "strabismic vision" of the Project affecting its staff, through proposed seminar, evaluation and top level consults.

K. PROJECT EXPANSION

1. Conclusion:

The Project's structure and organization needs more time to mature at the Coast, before it can expand somewhere else.

2. Recommendation:

Authorize the expansion of the Project to other areas when its executors finish developing, testing and validating at the Coast, the norms, programs, procedures and materials pointed out throughout this report. Therefore, the expansion should be authorized for 1990.

IV. CLASSIFICATION OF RECOMMENDATIONS

A. Measures to be taken prior to Project expansion:

1. Design, prepare and implement a seminar for the entire staff, to study, discuss and promote technical objectives, components and procedures of the Project.

2. Take advantage of communication level among CUSG's General Secretary and CA Director/ Coordinator of Education, AID Technical Representative, AIFLD Guatemala Director and AIFLD RDO to discuss openly and frankly:

   a. The Project's status.

   b. The status of technical aspects and components of the Project.

   c. Procedures to normalize AIFLD's RDO monitoring, feed-back and contributing functions to the Project.

   d. Who is who in the Project. Directorate and Education Component.

3. Complete manual policies, norms, procedures and forms of credit, marketing, education, technical assistance.

4. Officially authorize the above-mentioned issues, and apply them consistently and unanimously at least during a complete agricultural cycle at the Southwest Coast.

5. In order to emphasize technical aspects, hire four more promoters to cover credit, marketing and agronomic technical assistance, and provide them with four motorcycles for the Southwest Coast.

6. Conduct, for the entire Project staff, a workshop on how to plan and control work programs.

7. Develop and validate the "How to..." manual of finance, marketing, credit, technical assistance, union education, technical education.

8. Let every Project coordinator prepare a detailed work plan and stick to its implementation; require every component prepare monthly reports of activities; evaluate actual versus planned results every month.

9. Assign two four-wheel vehicles to the credit coordinator and to the marketing coordinator, on a full disposition basis.

10. Hire a short-term consultant in adult education to assist the present education coordinator (or to replace him) in order to prepare and implement educational programs and materials on technical agronomic, credit and marketing aspects.

11. Apply in December 1988 and January 1989 the mechanisms for credit fund recuperation, and evaluate their effectiveness.

12. Inform to the proper staff realistic regulations regarding the proper use of Project vehicles and resources.

13. Complete and apply the CUSG computerized system of accounting.

14. Interconnect CUSG and AIFLD-RDO computers for better monitoring.

15. Get any exporter to accept written legal contracts, including fixed or guaranteed prices for sesame.

16. Do not authorize credit in 1989 to anyone who sold corn and/or sesame and did not repay his loan, except for those who suffered crop damage from heavy rains.

B. Strategies to prepare Project expansion:

1. Authorize the Project's expansion to the western highlands and the eastern countryside.

2. For the highland area, hire one regional supervisor, four para-technicians (two agronomic instructors and two union instructors); eight promoters (four agronomic and four union

promoters); one secretary and one clerk; according to the basic organizational chart.

3. Hire for the Eastern area (idem).

4. Candidates to fill the above-mentioned positions must meet the established qualifications very closely.

5. Provide full training in Project objectives, policies, procedures and programs to the two new work teams.

6. Assure proper office space for every regional office, if possible, with a telephone.

7. Request that every member of area staff prepare his plan of work, per year, quarter, and month.

C. Important actions to be taken after expansion:

1. Collect and develop technical and educational materials appropriate for the western highland area. Contact the technical assistance team of USAID Project 520-0255.

2. Obtain and develop technical and educational materials appropriate for the eastern area.

3. Request that every Project field coordinator (credit, marketing, organization, education) prepare a yearly, quarterly and monthly program of visits and field work in each area.

4. Provide the necessary equipment and material to each area team, including: one pick-up truck for each regional supervisor, one motorcycle for every para-technician (four motorcycles for each region), two motorcycles for each group of regional promoters.

TABLE No. 1

TIME TABLE FOR IMPLEMENTING THE RECOMMENDATIONS

	1988												1990	
Recommendation Prior Project Expansion	J	F	M	A	M	JN	JL	A	S	O	N	D	J	F
* A1		X												
A2	X													
A3		X												
A4		X												
A5	X													
A6		X												
A7		X												
A8		X												
A9	X													
A10	X													
A11	X													
A12	X													
A13		X												
A14	X													
A15					X									
A16			X											
Preparing Project Expansion														
B1														
B2												X		
B3												X		
B4												X		
B5												X		
B6													X	
B7													X	
													X	
After Expansion														
C1														
C2													X	
C3													X	
C4														X
												X		

* Letter and numbers correspond to the Specific Recommendations in each classification.

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TABLE No. 2

COMPONENTS RESPONSIBLE FOR IMPLEMENTING THE RECOMMENDATIONS

Recommendation	AID ORD	AIFLD RDO	Project Director	Education Coor.	Credit Coor.	Marketing Coor.	Financial Coor.	Organizational Coor.	Regional Supervisor
Prior Project Expansion									
A1	X	X	X						
A2	X	X	X	X					
A3			X	X	X	X			X
A4			X						
A5	X	X	X						
A6	X	X	X						
A7				X	X	X	X	X	
A8		X	X	X	X	X	X	X	X
A9		X	X						
A10		X	X	X					
A11					X				
A12		X	X						
A13		X					X		
A14		X					X		
A15						X			
A16			X		X				
Preparing Expansion									
B1	X								
B2		X	X						
B3		X	X						
B4	X	X	X						
B5			X	X	X	X	X	X	X
B6		X	X						
B7			X						
After Project Expansion									
C1		X		X		X			X
C2		X		X		X			X
C3			X						
C4		X	X						

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APPENDIX A

The Evaluation Framework

A. THE AGRICULTURAL PRODUCTION AND MARKETING PROJECT (U.S. AID 520-0363): Antecedents

1. Origin of the Project

The Project was born as a common interest of the "Confederación de Unidad Sindical de Guatemala" (Confederation of United Labor Unions of Guatemala-CUSG), the American Institute for Free Labor Development (AIFLD, Guatemalan Chapter) and the United States Agency for International Development, Mission to Guatemala (AID Guatemala). Its origin can be traced to a needs survey carried out during late 1986 and early 1987 among union members.

In mid-1987, AIFLD presented AID an Operational Program Grant (OPG) Proposal, and AID authorized the Project through the Cooperative Agreement mechanism.

2. Project Evolution: October - December 1987

The initial life-of-project dates were 9/30/87-9/30.89, thirty-six months. In September 1987, dollar funds were provided to AIFLD by AID, this allowing to fill AIFLD ORD positions. According to the Revised Second Quarterly Report from the AIFLD-RD Officer, also "training materials were developed and many of the resources, i.e., books, marketing information sources, employee candidates and office equipment, necessary for the Project were identified and/or acquired" (p.4). This included three vehicles and one IBM typewriter. Furthermore, candidates for key positions of the Project and a possible site for a regional office were also identified.

Yet, "due to lack of quetzal funding, no official Project activities were implemented, but in order to accomplish certain preparatory activities, some minimal expenditures have been incurred... Also, two secretaries, the education coordinator, education assistant, two instructors and two promoters have been <u>passed to the Project payroll</u>. This was done to facilitate their participation in certain preparatory activities" (Id, p.4; underlined, ours).

3. <u>January - March 1988</u>

"A computer system was purchased for the AIFLD Office, which has permitted the RDO to develop training materials for staff." (Third Quarterly Report, p. 1). Some office furniture and equipment items were also acquired.

Salaries of seven workers passed to the Project payroll were paid, and a two-day workshop for the office and field staff (25 attendants) was held on framework concepts and operational procedures.

But again, "due to the lack of availability of local funds, none of the major activities for this quarter were initiated" (Id.)

4. <u>April - June 1988</u>

According to the Fourth Quarterly Report, applicants for the various positions within the Project were interviewed and chosen candidates were contracted on April 18.

A two-week staff training session was designed and prepared by the RDO, about different subject matters: labor unions, marketing, credit, sesame production, use of official formats (April 18 - 29). More office equipment was purchased.

The Project central staff (coordinators) began work on May 2: market research for sesame, credit policy and procedures development, accounting system consolidation. On March 13, Project coordinators held a meeting in Retalhuleu (Reu) with union leaders, to give them a general overview of the Project.

A ten-day training session was held for the recently recruited field staff (May 31 - June 9), touching subjects as objectives and components of the Project, adults learning, development, AID, AIFLD, communication, group dynamics. A site was secured for the Regional Office. Up to this day, the Project had not had a director.

The arrival of the planting season and the lack of quetzales pressed CUSG to use Q80,587.95 from its own funds to provide credit to its affiliates down the Southwest Coast, mainly in May.

5. <u>July - September 1988</u>

According to the Fifth Quarterly Report, accomplishments in this period include finishing the credit policy, procedures and forms; doing a "comprehensive economic study of each individual who was to receive project credit" (p. 1), and mini-courses on credit policy.

The marketing coordinators got hybrid sesame seeds for the producers; instructed staff on marketing procedures; started a marketing file in the computer and continued the market research.

Personnel of the Education Component was involved in the economic study. In September, though, "the educational activity increased considerably with the instructors focusing on aspects of production, and strengthening of the organization which were negatively affected by the uncertainty in the tardiness of the disbursement of Project funds" (Fifth Quarterly Report: 2).

It was not until 7/18/88 that the quetzal funds were made available for Project implementation. Besides, AIFLD awarded a contract to "S and W, Consultores" and "Stewart, Alvarez Cia.," to conduct a baseline study starting in September 5 with a final document due December 15, 1988.

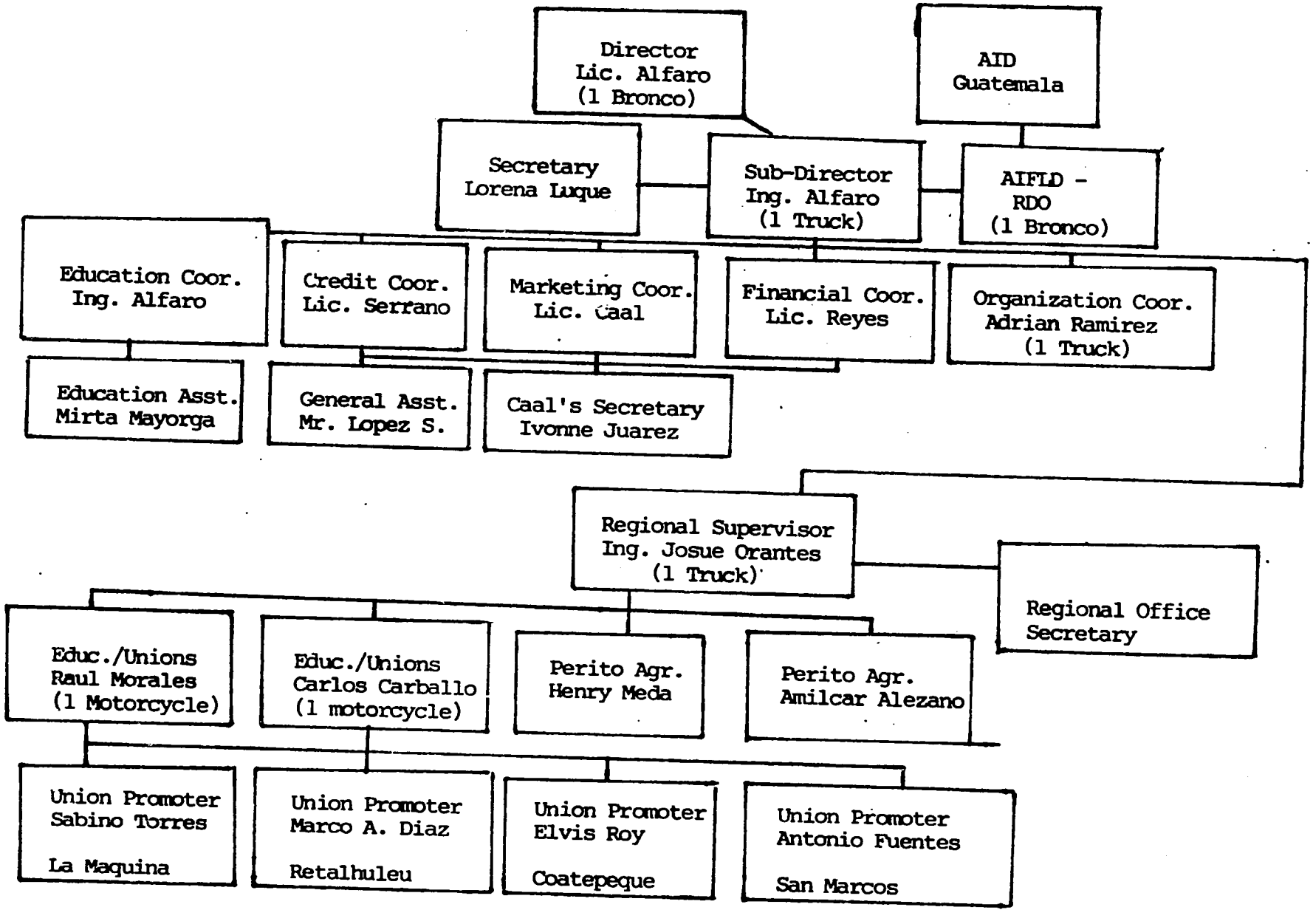
6. Current Situation (October - December 1988)

Actual implementation of the Project's programs is currently carried out mainly by CUSG segments. These are: first, the Project Central Office, including the Directorate, Coordinators (of credit, marketing, education, finances), the Assistant of Education, secretaries and clerkly helpers. Second, the Regional Office in Retalhuleu City, including the Regional Supervisor, the two union and two agricultural instructors, the four union promoters, and secretarial and clerkly help. The union members constitute the Project beneficiaries. But, also implementing important aspects of the Project is the AIFLD Rural Development Office, including the officer and his secretary, based in Guatemala City.

AID relates to the Project through a technical representative, from the AID Office of Rural Development. (SIL 1:2).

According to Project officers and other reporters, main activities for this quarter have been replanting of corn and sesame in fields destroyed by heavy August rains,

CURRENT ORGANIZATIONAL CHART



and marketing of corn (October and November) and sesame (December). Recuperation of loans is now an important point at stake.

B. PURPOSE OF THE MID-TERM EVALUATION

The purpose of this evaluation is to determine actual versus planned results of the Project. "Mid-term" includes here actually one year of dollar funds execution and six months of quetzal funds execution. The Dollar Funds cover AIFLD-CA personnel, vehicles, furniture and equipment, and some materials. The quetzal fund is the main supporter for CUSG Central and Regional personnel, logistic support and credit funds.

C. PROJECT PURPOSE AND OBJECTIVES

The purpose of the Project is to provide the "Confederación de Unidad Sindical de Guatemala" (CUSG) with the institutional capacity to administer a service delivery system to its affiliate farm unions.

The Project's objectives are:

- Increase the income and improve the quality of life of CUSG affiliated agrarian union members in the short and medium term through the delivery of agricultural services linked to the production and marketing of the constituent small farmer's products.
- Promote agricultural development and organization among these small primary producers through pilot programs which will have both the value of replication and a demonstration impact for expanding the membership of the agrarian unions.
- Develop the internal popular cohesion and outreach capabilities of the CUSG as a national Trade Union Confederation, simultaneously from the bottom up and the top down.
- Upgrade progressively, the administrative, financial and technical capacities of the CUSG to manage its resources, provide services, and effectively represent the interests of its fast-growing constituency.
- Contribute to the development of a democratic pluralism in Guatemala by promoting the economic

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interests of small farmers through organizing and training, so that they can better develop and express these interests within a democratic framework.

At the end of three years, the CUSG is to be able to manage the activities under the subject Project without further assistance. More specifically, CUSG is to be capable of using the funds generated from interest earned as a revolving fund to finance training and technical assistance to its affiliate members.

D. STATEMENT OF WORK

The evaluation report is to provide answers to the questions cited below. To the extent possible, answers shall be based on empirical findings. Major areas for assessment include:

A. Project Purpose and Objectives

1) Is the Project purpose still valid?

2) To what extent is the Project purpose being accomplished?

3) If the stated Project purpose is not being accomplished, "What activities need to occur in order to bring current activities back into line with the original purpose?

4) Are the Project Objectives being accomplished?

5) If the stated Project objectives are not being accomplished, "What activities need to occur in order to bring current activities back into line with original objectives?

To the extent possible, the evaluation will determine the direct income increase from the harvest and sale of sesame and other crops financed during the first year. Also, the potential for future sources of income will be determined by the increase in the number of hectares in sesame as well as the other crops promoted in the Project.

B) Project Components

1) Specific Aspects

A. Major Outputs

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1) What have been the actual Major Outputs to date?

The Major outputs established in the Project's FY 1988 Annual Implementation Plan and contained in the Missions' Semi-Annual Report for April - September 1988 will be compared against actual accomplishments. The evaluation will contain a chart of Major Outputs from the Missions' April - September 1988 Semi-Annual Report and place evaluation findings along side reported outputs.

B. Administrative Component

1) To what extent has the Project been able to strengthen CUSG's administrative capability to administer the Project.

2) To what extent has the Project been able to strengthen CUSG'S administrative capability to a level which will ensure efficient implementation in the areas of Jutiapa and Totonicapán?

C. Credit Component

1) Are adequate policies and procedures to facilitate loan approval, collection and evaluation in place and under the control of the Credit Coordinator?

2) Is staff trained in the application of policies and procedures?

3) Does the Credit Coordinator have responsibility for the computerization of the credit system and daily input of credit data and, more importantly, is the credit system in place and is credit data revised daily?

4) Are beneficiaries aware of these policies, and procedures, and their responsibility to repay the loan?

The evaluation will determine whether the designed credit program is responsive to the credit requirements of union affiliate members and ensuring repayment of loans. Moreover, it will review the installed capability to manage these credit funds.

D. Education/Training Component

1) Has a systematic program for education/training been developed?

2) Does the education system integrate Project activities, actions, strategies, and tactics of applied learning.

3) Is the training adequate for each level of implementation?

4) Which areas are being covered in actual training courses and have training materials been developed (i.e., sesame production, credit criteria, parliamentary procedures)?

The evaluation will determine whether training is developed, and is adequate to train local union leaders in administrative and organization skills and democratic trade unionism. Moreover, it will assess whether training activities have been coordinated with the technical assistance component to ensure maximum impact.

E. Marketing Component

1) Have the loan beneficiaries been convinced to market together?

2) Has a market for this years sesame crop been developed for Project beneficiaries?

3) Is the established loan recuperation system tied to marketing?

4) Does the Marketing Coordinator have the skills necessary to determine the feasibility for an assembly center for sesame, to design it, and to construct one? If not what actions are needed

to initiate the study and what qualifications does the Coordinator lack?

The evaluation will determine whether the marketing mechanism has been developed and prospects for improving income to the producer will result. It will review progress to date on established outputs and accomplishments to date.

F. Technical Assistance Component

1) Has adequate and timely technical assistance been provided to the Project to date?

2) What technical assistance is needed during the next six months?

3) How effectively does the Project Director coordinate technical assistance activities with the Project's requirements?

The evaluation will determine whether and if any technical problems which were beyond the capabilities of the Project's para-technicians, have been resolved by providing TA. Moreover, the team will recommend the type(s) of TA needed in the future and will specify the end products that should be provided by the recommended TA.

2. General Aspects

A. Project Management

1) What priority implementation activities have within CUSG and AIFLD?

2) Are CUSG and AIFLD aware of and following AID regulations regarding use of resources provided by AID for project implementation?

The evaluation will assess the overall AIFLD/CUSG institutional relationships, coordination and decision-making process. It will also determine whether Project resources (i.e., human resources, vehicles, and equipment) are being used exclusively by Project staff for Project activities. Should procedures being followed by AIFLD and CUSG not be in line with AID regulations, the team will state the type of action needed to resolve any problems.

The evaluation will assess the existing operation of CUSG and AIFLD in building up their administrative, financial, and human resource base to support the Project's activities in the current operational area of Retalhuleu. Central office CUSG and AIFLD members will be interviewed to determine the priority they place on Project activities.

B. Financial Project Support

1) Has adequate financial support been provided to the Project?

2) Are adequate financial resources available to fund the Project through its PACD?

The evaluation will determine if AID, AIFLD, and CUSG financial and in-kind support (i.e., personnel, materials, vehicles) were provided as established in the Project Cooperative Agreement. Actual counterpart contributions by CUSG and AIFLD shall be compared against the Project's Semi-Annual Report (April - September 1988) provided by USAID.

In addition financial resources available to the Project will be reviewed to determine whether the resources are sufficient to carry the Project through its PACD. Should the analysis of funds indicate that funds will be remaining past PACD, the team will provide an estimation of remaining needs in terms of dollars and local currency.

C. Institution Building Precepts

1) Are Project activities building CUSG's abilities to provide needed services to their affiliate union members?

2) What percentage of CUSG members have received Project assistance to date?

3) How do the members of CUSG's central office view the Project?

This section will evaluate the installed institutional capacity of CUSG to serve its members. Members being served by the project will be compared against those not yet receiving Project services. This will allow a comparison between Project beneficiaries having received services in Retalhuleu with those not yet served by the Project in

Totonicapán and Jutiapa.

The evaluation will analyze the ability of AIFLD and CUSG to implement similar activities without assistance, its capacity to sustain the initial Project activities, and its ability to continue to provide technical assistance to the communities currently involved in the Project.

Moreover, the evaluation will recommend whether the expansion of the Project into Jutiapa and/or Totonicapán are justified at this time.

E. EVALUATION TEAM

The Mid-term Evaluation Team, following the scope of work, was integrated as follows:

- An Agro-Economist, Ing. Francisco Rohrmann
- An Institution Specialist, Ing. Fernando García-Salas
- A Sociologist/Anthropologist, Lic. Danilo A. Palma

All are members of Agro-Industrial Consultants, S. A. (Consultores Agro Industriales de Guatemala, S. A.)

F. METHODOLOGY AND PROCEDURES

The search for empirical materials to answer the questions set forth above was carried out through:

1. Elaboration of basic instruments to systematize data collection.
   - A guide to interview the Project's top decision makers
   - A guide to interview the Project component staff
   - A guide to interview beneficiaries
2. Visits to participating agencies, USAID Guatemala, AIFLD-Guatemala, Central and Regional Offices of CUSG-OPG.
3. Interviews with Project Officers and staff in Guatemala and Retalhuleu, at all organizational levels.

4. Gathering and study of official Project documents, reports, forms and materials.

5. Visits to participating unions and interviews with union leaders and members.

6. Travels through the Project area and observation of gathering centers.

7. Classification and synthesis of collected information; team discussions and interpretation of results; and development of Report.

APPENDIX B

Evaluation Background

A. THE SOUTHWEST COAST AREA

The Agricultural Production and Marketing Project (520-0363) covers two entirely coastal departments, Retalhuleu and Suchitepéquez. (See National Chart.) These departments are respectively between 400 and 0 mts. above sea level (ASL); and the coastal areas of San Marcos and Quetzaltenango, between 1,800 and 0 meters ASL. According to the 1987 Implementation Plan, the Project covers 44 unions in eleven municipios. Four of these belong to Retalhuleu and together they constitute 1,016 square kilometers. None of these is more than 10 kms. away from the Regional Office (Diccionario Geográfico: Passim). Sixteen unions have been reported in this section.

Two other municipios belong to Suchitepéquez, covering 488 square kilometers. One is eight kilometers away from Retalhuleu and the other is 30 kms. away from this city. Eight unions were reported here.

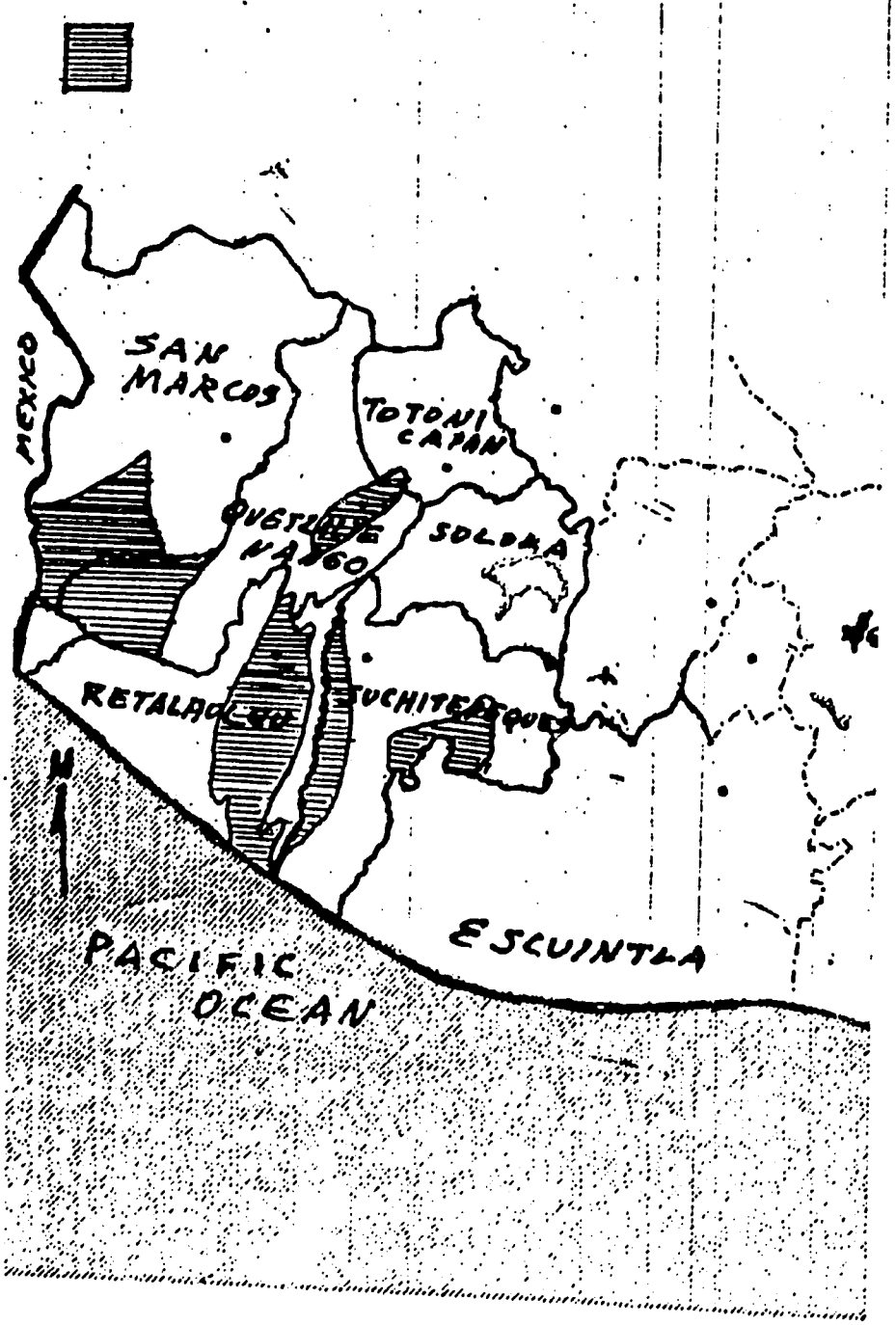
Three municipios having six affiliate CUSG unions are in the San Marcos' lowlands. This area sums up to 364 square kms. None of the union affiliate groups is more than 30 kms. away from Coatepeque.

Two other municipios with fourteen affiliate unions are in the department of Quetzaltenango, and cover 492 square kms. Both municipios are less than 50 kms. away from Retalhuleu. Actual municipios and corresponding figures are set forth below.

Geographical Extension of the Present Project Area, Distance to Retalhuleu, Number of Affiliated Unions, and Number of Affiliate Union Members

Municipio	Sq. Kms.	Distance to Reu City (Kms.)	Unions
Retalhuleu			
1 Retalhuleu	796	---	9
2 Santa Cruz Mulná	128	9	2
3 Nuevo San Carlos	64	8	2
4 San Sebastián	28	5	3
	1,016		16

ACTUAL PROJECT AREA



Municipio	Sq. Kms.	Distance to Reu City (Kms.)	Unions
Suchitepéquez			
5 Cuyotenango	238	45	7
6 Río Bravo	250	30	1
	488		8

Municipio	Sq. Kms.	Distance to Coatepeque (Kms.)	Unions
San Marcos			
7 Pajapita	84	22	1
8 Catarina	76	1	3
9 Ayutla (Tecún Umán)	204	29	2
	364		6

Municipio	Sq. Kms.	Distance to Reu City (Kms.)	Unions
Quetzaltenangb			
10 Coatepeque	372	42	12
11 Quetzaltenango	120	52	2
	492		44

B. REGIONAL ORGANIZATION OF PROJECT 520-0363

The Regional Staff includes the Supervisor (an Agronomic Engineer), two agronomy instructors (perito agrónomo level), two union instructors (also middle level), and four union promoters. At the Regional Office in Retalhuleu, the team has one typewriter, a photocopy machine, furniture and office

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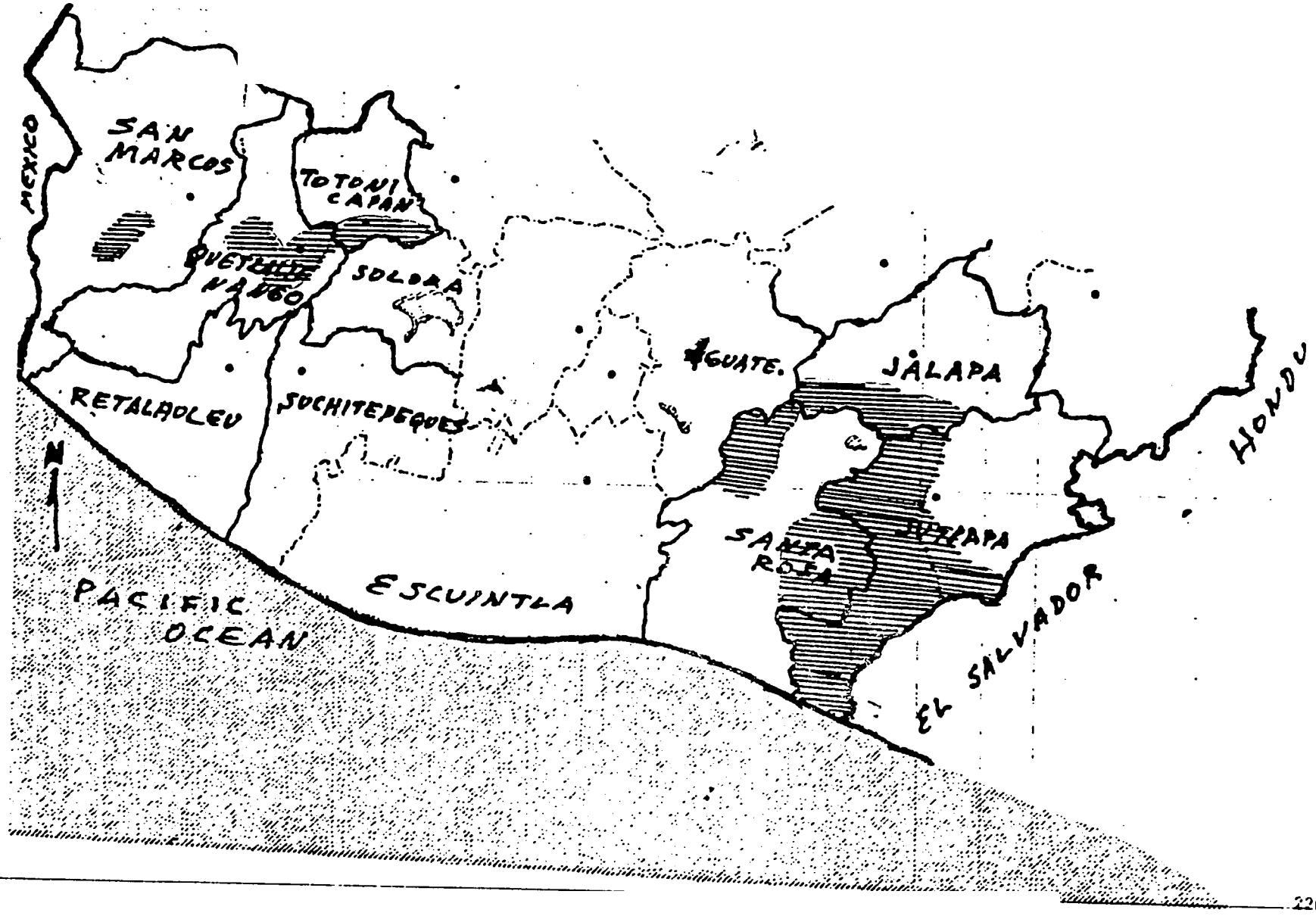
APPROXIMATE AREA OF PROJECT EXPANSION



equipment. They lack telephone communications. The supervisor uses the only four-wheel vehicle assigned to the field. Two motorcycles are used, reportedly, by teams of two integrated with one union and one agronomic field workers. These teams travel to union sites and contact union leaders and members, as well as agricultural groups.

C. PARTICIPANT LOCAL GROUPS

The Project area comprises 2,360 square kms., 23.3% of the total geographic area of these four Departments. According to reports, 25 out of the reported 44 unions in the area participate in the Project (57%), and approximately 800 individual beneficiaries belong to these unions. The term "beneficiary" here means that they get credit from the Project funds, whether for corn production, or sesame production, or for both.

In theory, all of them also receive agricultural technical assistance and educational services, both related to union movements or agriculture and marketing improved procedures.

CUSG is planning to expand the Project to the highland remainder of Quetzaltenango and Totonicapán; and to the eastern countryside: Jutiapa, Jalapa and Santa Rosa (p. 2). If accomplished, this would mean around 3,954 square kms. more in the western highlands and 8,237 square kms. in the east. Even though actual coverage is led to local organizations and not to geographic areas, provisions have to be made for unions located away from the Department Head Cities. Thus, actual distances cause an impact on the logistic capacity.

APPENDIX C

ıtruments Developed and Used

Guide for Interviews

Type A

(Top decision makers)

1. What is your position within the Project?
2. For how long have you been in this position?
3. What are your functions and duties?
4. Have you had a program of work for 1988? Is it written? (If so, get a copy?)
5. Do you elaborate written reports of work? If so, how often? To whom? (Get copies)
6. What have been your accomplishments in 1988?
7. What problems have you faced in 1988, which account for non-accomplished goals?
8. How should these problems be solved?
9. What equipment and materials do you have for performing your duties? Are they sufficient? If not, what do you need?
10. How would you describe the relationships, communication, and cooperation among staff members?
11. What is the Project status in your organization?
12. How is the administrative implementation taking place?
13. How would you improve it?
14. How is the field implementation taking place (in every component)?
15. How would you improve it?
16. What has been your relationship with... (AID or AIFLD or CUSG or Project)

Guide for Interviews

Type B

(Components' Staff)

1. For how long have you been in this position?
2. How were you selected and hired?
3. Have you had a written program of work for 1988 (get copy)
4. Do you elaborate written reports of work? If so, how often? To whom? (Get copies)
5. What have been your accomplishments in 1988?
6. What problems have you faced in 1988, that account for non-accomplished goals?
7. What have you done about these problems?
8. Have they been solved? How? If not, why?
9. What equipment and materials do you have to perform your duties? Are they sufficient? If not, what do you need?
10. How is your relationship and communication with the Project Director? Other coordinators? And field staff?
11. How would you improve them?
12. How would you improve the Project implementation?
13. In order to perform your duties, are you getting the necessary support from the Project Director and field staff? If not, why?
14. How would you improve such support?
15. Add any comments.

Guide for Interviews

Type C

(Beneficiaries)

1. When was this union created?

2. For how long have you been a member of this organization?

3. Are you a member of some cooperative, association or other farmer's group? If so, which one?

4. Did you get credit in 1988 for corn, sesame, or both? How much did you get?

5. Did you get an explanation of the norms and regulations for obtaining, using and repaying the loan?

6. Had you gotten credit from CUSG in 1987 or before?

7. Had you grown sesame before 1988? Since when?

8. Were your sesame yields in 1988 higher than in 1987? Why?

9. Which is better for you, selling your sesame to the "coyotes" and getting your money right there, or selling through the exporter at a better price and waiting to get paid? Why?

10. Have you had visits from the Project's "agrónomos" to provide advice for sesame production? How many? When? What advice did you get from him?

11. Have you been given booklets and other educational materials by the Project? When?

12. Has your union gotten talks from Project instructors, concerning agriculture, credit, marketing. If so, how many? When?

13. Are you planning to cultivate sesame in more land? If so, how?

14. Have you had some problems with the Project? If so, what are they?

15. When are you planning to repay the loan? How?

D. INSTITUTIONS VISITED

12/02/88	USAID-Guatemala, Rural Development Office. Meet the Project Director
12/02/88	AIFLD Central Office Meet Mr. Robert E. Braaton. Have and overview of the Project
12/02/88	CUSG Central Office Meet some Project Staff and knowledge
12/05/88	CUSG Central Office Interview Ing. Jose Antonio Alfaro, Lic. Juan Jose Caal, and Lic. Victor Rafael Serrano
12/06/88	CUSG Central Office Interview Ing. Jose Antonio Alfaro and Lic. Cesar Reyes
12/12/88	USAID Guatemala, Rural Development Office Review material
12/13/88	CUSG Regional Office Retalhuleu Meet two (2) para-technicians, a union promoter and Marketing Coordinator
12/13/88	Export Company Interview Mr. Vielman on current sesame seed prices.
12/13/88	IMEXA Export Company Trying to meet the buyer/exporter
12/14/88	CUSG Regional Office - Retalhuleu Review loan payments and their control
12/16/88	CUSG Central Office Interview regional supervisor and meet union promoter from Jutiapa area.
12/19/88	AIFLD Central Office Interview Mr. Robert E. Braaton

E. PERSONS INTERVIEWED

12/02/88	Audón Trujillo, Jr. Project officer. Provided background material, informed in general terms on the project. USAID-Guatemala Rural Development Office.
12/02/88	Robert E. Braaton. Rural Development Officer. Informed in general terms on the project and named the CUSG personnel involved in the project. Provided counterpart contribution figures for AIFLD. AIFLD Guatemala.
12/02/88	Ing. Jose Antonio Alfaro. Project Director / Education Coordinator. Explained about the mid-term evaluation, met the evaluation team and arranged subsequent interviews with other personnel. Those present were Mr. Adrian Ramirez and Lic. Cesar Reyes. CUSG.
12/05/88	Ing. Jose Antonio Alfaro. Project Director / Coordinator. Interviewed as Project Director, he explained the organization and progress of the project. CUSG.
12/05/88	Lic. Juan Jose Caal. Marketing Coordinator. Explained all aspects about the marketing component. CUSG.
12/05/88	Lic. Victor Rafael Serrano. Credit Coordinator. Explained all aspects concerning the credit component and its policies. CUSG.
12/06/88	Ing. Jose Antonio Alfaro. Project Director / Education Coordinator. Interviewed as Education Coordinator to explain all aspects of the education component and educational support material. CUSG.
12/06/88	Lic. Cesar Reyes. Financial Coordinator. Explained all aspects about the financial component and its controls. CUSG.
12/13/88	Lic. Juan Jose Caal. Marketing Coordinator. Interviewed on the

organizational structure for gathering sesame seed. Explained more on marketing alternatives. CUSG Regional Office Retalhuleu.

12/13/88 Mr. Elvis Roy Perez. Union Promoter. Described his area to be assisted, work plans and all aspects related to his position. CUSG. Regional Office-Retalhuleu.

12/13/88 Mr. Amilcar Alezano. Para-technician (Perito Agronomo). Described his normal duties, work plan, and technical assistance. CUSG Regional Office Retalhuleu.

12/13/88 Mr. Henry Meda. Para-technician (Perito Agronomo infieri). Described his normal duties, work plan and technical assistance. CUSG Regicnal Office Retalhuleu.

12/13/88 Mr. Carlos Sarat Vin. General Secretary. Interviewed on the understanding and development of the Project. Sindicato Centro Urbano, La Maquina.

12/13/88 Mr. Artemio Flores. General Secretary. Interviewed on the understanding and development of the Project. Sindicato Linea A-13, Cuyotenango.

12/13/88 Mr. Joaquin Vasquez. General Secretary. Interviewed on the understanding and development of the Project. Sindicato Centro 1, Caballo Blanco.

12/13/88 Mr. Vielman. Buyer of sesame seed. Interviewed on current sesame seed prices and his price expectations. Private Export Company.

12/13/88 Mr. Jose May, Executive Secretary. Interviewed on the Project. Sindicato Salinas 2

12/13/88 Eustanio Reyes, Miguel Agustin, Saul Ruiz, Alfredo Vasquez, Roberto Monje, Nicolas Gonzalez, Rodolfo Ovidio Cifuentes and Maclovio Reyes. Mebers of Sindicato Salinas 2.

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12/14/88	Mr. Raul Morales Sabino. General Secretary. Interviewed on the understanding and development of the Project. Sindicato San Agustin Pacaya, Coatepeque.
12/15/88	Mr. Lorenzo Julian Chaj Hernandez. Member. Interviewed on the understanding and needs for the future Project. Sindicato Chirijquiac, Cantel.
12/15/88	Mr. Santos Matias Vasquez. Secretary of finance. Interviewed on the understanding and needs for the future Project. Sindicato de Agricultores Vasquez Central, Totonicapan.
12/16/88	Ing. Josue Orantes. Regional Supervisor. Explained all aspects of the regional supervisor component. CUSG.
12/19/88	Mr. Ricardo Osorio Flores. Union Promoter. Interviewed on the understanding and needs for the future Project. He was the guide to meet other union members in the Jutiapa area.
12/19/88	Mr. Robert E. Braaton. AIFLD Rural Development Officer. Discussed some Project problems. AIFLD.
12/19/88	Mr. Cristobal Arevalo. Secretary of certificates. Interviewed on the understanding and needs for the future Project. Sindicato de Salitrillo, Quezada.
12/19/88	Mr. Manuel Lopez. General Secretary. Interviewed on the understanding and needs for the future Project. How was member participation. Sindicato de Salitrillo, Quezada
12/19/88	Mrs. Rosa del Carmen Ramirez Mayen. Secretary of Organization. Talked about the needs of better organization and motivation. Sindicato de la Brea, Quezada.
12/19/88	Mr. Juan Jose Lopez. Secretary of Finance. Interviewed on the needs for the future Project. Sindicato de la Brea, Quezada.

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12/19/88	Mr. Atanacio Mejia Esquivel. Secretary of Finance. Interviwed on the needs for the future Project. Sindicato El Retiro, Quezada.
01/12/89	Robert E. Braaton. RDO-AIFLD and Edwin Palenque. Country Director - AIFLD. Discuss the draft final report
01/17/89	Lic. Francisco Alfaro. CUSG's General Secretary. Discuss the Executive Summary

F. DOCUMENTS OBTAINED AND STUDIED

AIFLD-Guatemala. Annual Project Implementation Plan for year 1988. 1987. Guatemala, AIFLO Central Office.

AIFLD-Guatemala. Annual Project Implementation Plan for year 1989. 1988. Guatemala, AIFLO Central Office.

AIFLD-Guatemala. Memo to Mr. Michael Kennon, Regional Contracting Officer USAID-Panama. 1987. Guatemala AIFLO Central Office.

AIFLD-Guatemala. Letter to Mr. Audon Trujillo, Project Manager USAID-Guatemala. 1987. Guatemala, AIFLO Central Office.

AIFLD-Guatemala. Quarterly Report October 1 - December 31, 1987. 1988. Guatemala, AIFLO Central Office.

AIFLD-Guatemala. Revised Quarterly Report October 1-December 1987. 1988. Guatemala, AIFLO Central Office.

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AIFLD-Guatemala. Third Quarterly Report (Jan. 1 - March 31, 1988). 1988. Guatemala, AIFLO Central Office.

AIFLD-Guatemala. Quarterly Report (July - September 1988) 1988. Guatemala, AIFLO Central Office.

AIFLD-Guatemala. List of crops and pesticides to be used with each. 1987. Guatemala, AIFLO Central Office.

AIFLD-Guatemala. Quarterly Report April - June 1988. 1988. Guatemala, AIFLO Central Office.

CUSG Guatemala. Instructions to fill up credit forms (Instructivo para llenar las formas de credito agricola). 1988. Credit Coordinator.

CUSG Guatemala. Policies to give credit (Instrumento de Politica Crediticia para la Concesion de credito agricola dirigido con fondos de los programas de desarrollo de la CUSG). 1988. Credit Coordinator.

CUSG Guatemala. Policies to recuperate credit. Special Cases (Politica de recuperacion crediticia de los programas de desarrollo agricola de la CUSG. Casos especiales). 1988.

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CUSG Guatemala. Credit Regulations (Reglamento de Credito) 1988. Credit Coordinator.

USAID-Guatemala. Cooperative Agreement No. 520-0363-A-00-7042-00. 1987. Guatemala, Regional contracting office.

USAID-Guatemala. Amendment No. 1 to Cooperative Agreement 1988. Guatemala, Regional agreement office.

USAID-Guatemala. Amendment No. 2 to Cooperative Agreement. 1988. Guatemala, Regional Agreement Office.

USAID-Guatemala. Sequential Implementation Letter No. 1-2. 1987. Guatemala, Central office.

USAID-Guatemala. Sequential Implementation Letter No. 3-5. 1988. Guatemala, Central office.

G. LOCAL ORGANIZATIONS SURVEYED

Organization Name & Location	Total Members	Active Members	Members in Sesame Project
Sindicato Centro Urbano La Maquina, Suchitepequez	58	58	16
Sindicato Linea A-13 Cuyotenango, Suchitepequez	55	55	15
Sindicato Centro 1 Caballo Blanco, Retalhuleu	35	35	15
Sindicato San Agustin Pacaya Coatepeque, Quetzaltenango	50	50	19
Sindicato Chirijquiac Cantel, Quetzaltenango	15	15	--
Sindicato de Agricultores Vasquez Central, Totonicapan	30	25	--
Sindicato de Mujeres Vasquez Central, Totonicapan	20	20	--
Sindicato de Salitrillo Quezada, Jutiapa	35	30	--
Sindicato de la Brea Quezada, Jutiapa	62	62	--
Sindicato El Retiro Quezada, Jutiapa	50	35	--
Sindicato de Tejedores Vasquez Central, Totonicapan	65	38	--
Sindicato Salinas 2 Salinas, Quetzaltenango	60	45	30

H. TRAVELS

12/12/88	Guatemala City - Retalhuleu
12/13/88	Retalhuleu - La Maquina - Caballo Blanco - Retalhuleu
12/13/88	Retalhuleu - Salinas - Retalhuleu
12/14/88	Retalhuleu - San Agustin Pacaya Quetzaltenango
12/15/88	Quetzaltenango - Cantel - Totonicapan - Aldea Vasquez - Guatemala City
12/19/88	Guatemala City - Quezada - Aldea El Salitrillo - Aldea La Brea - Aldea El Retiro - Quezada - Guatemala City