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SUMMARY REPORT ON THE EVALUATION OF WFP'S PROJECT PORTFOLIO IN PERU¹

**PERU 2341—Food Assistance to Women's
Groups for the Development of Women's
Micro-enterprises**

**PERU 4808—Food Assistance to Pre-school and
Primary School Children in Rural Areas**

**PERU 5162—Ecological Rehabilitation of
Andean Micro-watersheds**

ABSTRACT

The WFP portfolio comprises three projects implemented in various parts of the country with the separate purposes of: a) improving the organization of women farmers' groups, enhancing their social status, skills and participation, and contributing to income generation; b) combating hunger, reducing the incidence of anaemia and contributing to improving the education of pre-school and primary school children in rural areas; and c) encouraging the participation of poor small farmers in rehabilitation works, and soil and water management activities, improving their organization, increasing the availability of food and enhancing their awareness of the ecological problems of the watersheds on which they live.

The results obtained have not been uniformly effective, but generally speaking they have been positive since they have responded to some of the Government's priorities and plans to combat food insecurity and poverty in rural areas.

The mission considers it appropriate to continue providing WFP assistance, provided the design and the scope of the projects are reformulated. It therefore recommends the formulation of a programme which retains the basic concepts of the current three activities, while redesigning them and implementing them only in the three poorest departments of the country (Apurimac, Ayacucho and Huancavelica).

¹ The full report is only available in Spanish.

NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Documentation and Meetings Clerk (tel.: 066513-2645).



ACRONYMS USED IN THE DOCUMENT

| | |
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| APAFA | Parents' Association |
| CSO | Country Strategy Outline |
| FONCODES | National Compensation and Social Development Fund |
| INFES | National Educational and Health Care Infrastructure Institute |
| PASE | Social Support for Education Programme |
| PROFECE | Women's Employment Consolidation Programme |
| PRONAA | National Food Assistance Programme |
| PRONAMACHCS | National Watershed Management and Soil Conservation Project |



INTRODUCTION

1. A multidisciplinary mission² evaluated the three projects of the WFP Peru country portfolio³ between 25 October and 12 November 1999. The purpose of the evaluation was to analyse the design, implementation and impact of the projects in order to ascertain the contribution made by this portfolio to reducing the food insecurity and poverty of the population concerned, and to make recommendations to enhance or alter WFP's general strategy in Peru.

BACKGROUND

2. In Peru, the 1980s were a lost decade as far as economic and social development was concerned. In August 1990 the Government decided to tackle the serious economic and social crises by implementing a stringent structural adjustment programme. The main macroeconomic achievements of this programme have been reduced inflation, a sharp increase in the gross domestic product (GDP), and an improvement in foreign exchange reserves.
3. Nevertheless, a large proportion of the population has remained poor, considering that in 1997, of the approximately 12.3 million people (out of a total population of 25 million) who were considered poor, 3.6 million lived in dire poverty. Urban poverty stands at 35 percent of the population, while rural poverty affects 65 percent of the rural population. The poorest areas are in the mountainous rural areas (Sierra Rural), where the proportion rises to 68 percent.
4. Most of the poor population, particularly in the Sierra Rural, also suffers from food insecurity due to structural factors which curb the production of food for domestic consumption and income generation of farmer families.

WFP ASSISTANCE

5. WFP's food assistance to Peru began in 1964. Since then until October 1999, WFP provided food worth US\$158.3 million. The three current projects that are evaluated in this report were started between 1992 and 1997.
6. It should be emphasized that, in formal terms, the three projects analysed do not constitute an official WFP Country Programme for Peru. They are, however, contained in a draft Country Programme document prepared by the country office in mid-1996, based on a Country Strategy Outline (CSO).

² The mission comprised a head of mission (FAO IC), a micro-finance expert (ILO), an education expert (UNESCO) and a natural resources expert (FAO IC).

³ The annex provides a detailed description of each project.



EVALUATION OF THE PORTFOLIO AS A PROGRAMME

7. Even though it had been planned to evaluate the portfolio taking into account the draft Country Programme, the mission concluded that the present portfolio did not in fact operate as a programme.
8. Both WFP and national counterpart officials have acted as if they were the sole proprietors of the projects and this has prevented the projects from being organized in a way that would obtain the best results and impacts.
9. Other factors that have hampered the full deployment of the projects' potential relate to a lack of agreement on the areas of implementation, and the lack of any one common method for approaching the communities, selection of the beneficiaries and gender issues.

GENERAL CONCLUSIONS OF THE EVALUATION

Relevance

10. The objectives of the projects evaluated match national priorities and comply with WFP's mandate to reduce food insecurity and alleviate poverty. However, it should be stressed that regardless of the targeting intentions in the CSO, many of the projects' schools, women's groups and micro-watersheds are in districts that are not listed among the 419 priority districts in the National Nutrition and Food Plan 1998–2000 and the Focused Strategy to Combat Poverty 1996–2000.
11. The activities addressed by the WFP project portfolio for Peru are related to and coordinated with activities of other programmes or actions by the Government or other donors.
12. Project PERU 5162 for the management of strategic natural resources to raise food production and farmers' incomes has the greatest comparative advantages for the application of the food-for-work methodology, especially when targeting farmers working on communal lands.
13. As regards PERU 4808, even though the development objectives are difficult to gauge and impacts will only be felt in the long term, the project still represents one of the best ways of achieving the principle of universal access to pre-school and primary education. Moreover, it is a means of raising the level of education and training of future generations of human resources.
14. The activities of PERU 2341 are the ones that have done the most to enhance the social status of farming women and the role they play in family and community development.

Target Population

15. The projects of the WFP Peru portfolio are generally targeted to the most vulnerable groups in terms of food security and poverty. However, the urban groups living in large towns assisted under PERU 2341 are relatively better off than the rural poor.



Design

16. There are a number of shortcomings in the design of the projects which reduce their chance of success. The main constraints relate to the lack of foresight or flexibility that would enable them to adjust to any institutional changes that may occur and to any changes that might be made in the budgets of the agencies involved.
17. The most obvious example for design rigidity is PERU 4808. This project was planned to be implemented by the Social Support for Education Programme (PASE) which used to be part of the Ministry of Education. Before the project began operations, PASE was transferred to the National Compensation and Social Development Fund (FONCODES). Nevertheless, the project continued to be implemented by the Ministry, which was no longer institutionally equipped to comply with its commitments, and no longer had a budget for it.
18. Another weak point in the projects' design is the lack of any requirement for baseline surveys or impact indicators to measure improvements in the conditions of beneficiaries, as well as shortcomings regarding the project monitoring systems.
19. In the case of PERU 2341, the design overestimated the institutional capacity of the National Food Assistance Programme (PRONAA) to manage the credit system. The design of PERU 5162 was strongly conservation-oriented, with a bias towards land resources, and had to be changed in order to introduce a production-oriented approach, stressing changes to the cropping system with the introduction of mini-irrigation.
20. It is also important to draw attention to the fact that key recommendations, such as the choice of appropriate implementing partners, made by the 1994 Evaluation Mission (presented to and endorsed by WFP's Executive Board in May 1995), were not reflected in the 1997 amendment to the plan of operations.

Handling of Food Aid

21. The handling, storage and control of food aid contributed for direct distribution and the local food for which PRONAA is responsible are very good, and guarantee maintaining both the quality and quantity of the food.
22. The system for monetization of WFP-donated wheat to set up a fund to purchase food produced locally by the small farmers is successful and does not create any major administrative or logistical problems for PRONAA.
23. The food distribution system to beneficiaries is also sound. In PERU 5162 the distributions are too widely spaced (quarterly) and should be monthly. Quarterly distribution of food might weaken the incentive for the groups to build physical conservation and handling facilities. PRONAA must create a system under which each beneficiary signs a voucher acknowledging receipt of every commodity received.

Outcomes

24. PERU 5162 has performed most of its activities and achieved most of the scheduled targets to an acceptable degree. PERU 4808 has not achieved its targets because of delays in WFP deliveries and institutional changes as mentioned before.
25. PERU 2341 has also failed to meet its original targets, because it delivered fewer and smaller loans than planned. The project however did manage to promote and consolidate the women's groups and make a decisive contribution to women's literacy. It also



enhanced women's active participation in income generation and decision-making within community organizations.

26. According to several surveys that have been conducted, the food aid and the ration distributed under each of the three projects are welcomed by the beneficiaries and do not jeopardize agricultural production in the country or in the projects' areas.

Impacts⁴

27. The main impacts of PERU 5162, according to an impact assessment study conducted at the end of 1998, are the following: an average 30 percent increase in improved farmland, and a 17.6 percent increase over prior-year production figures. Even though this has not been quantified, there have been positive impacts regarding land improvement, meeting the people's basic needs, improving their diet, raising household incomes and curbing migration.
28. In the case of PERU 4808, the information provided in several impact assessment reports of the NGO "GRADE" is not sufficient to allow for an assessment of the project's impact, particularly with regard to improving children's learning capacity. What the GRADE report does show, however, is that even though the project caters for 100 percent of the needs of the children in terms of iron intake, the prevalence of anaemia still stands at 48 percent. This shows that much of the benefit of iron supplementation is lost because of poor environmental sanitation in the schools, which increases the incidence of parasitosis and related illnesses. The GRADE report documents positive impacts in terms of: a) assistance; b) retention; c) reduced repetition rates; and d) memory capacity and other aspects.
29. PERU 2341 does not provide any reliable general information to enable a quantitative impact assessment. Despite this, however, the information that is available seems to show that most of the groups do not generate sufficient net incomes to be able to pay back the loans and to cover the remuneration due for the hours worked by their members.
30. The most important qualitative impact of PERU 2341 is that it has strengthened and consolidated most of the women's groups, enabling them to play a more active role in developing their households and the community. The project has made it possible to substantially improve the women's skills, and to enhance their social status.

Official Counterparts

31. PRONAA has worked very well handling the food logistics for all three projects and providing the comprehensive support package to the women's groups. But the credit system management has not been so effective because PRONAA's mandate and experience are in providing social welfare assistance, and not commercial financial support.

⁴ In professional terms, a distinction is made between the "outcome" which is the short-term effect of the intervention, and the "impact" which is the higher-level effect. The term "impact" as used in this summary report refers to the short-term effects achieved by the project.



32. The performance of the National Watershed Management and Soil Conservation Project (PRONAMACHCS) has been very good, because this institution enjoys the distinct advantage of using food as an incentive for setting up natural resource management groups and to encourage their work. It also has a well established technological communication network and can provide the needed non-food resources. However, PRONAMACHS lacks a greater production-oriented approach for irrigation and agro-industrial processing, as well as an adequate gender focus.
33. The mission believes that the Ministry of Education has lacked a development-oriented view of the project, particularly with regard to the use of food as a means of enhancing the children's learning capacities. It is for this reason that it has failed to comply with the support agreed to in the plan of operations for PERU 4808.

Development of Micro-enterprises (PERU 2341)

34. PERU 2341 has been strongly affected by the type of target population with which it has worked. It is very difficult to create sustainable micro-enterprises based on groups of illiterate women seriously constrained by their conditions of dire poverty.
35. The credit system used has not been very effective because in most cases the amounts of the loans were significantly smaller than the amount of food supplied to the group, or the loans were for activities that were not very profitable. In these cases, when the group finishes paying the loan, it normally goes into crisis or it collapses altogether, showing that the main incentive for setting up the group initially was to receive food and not to develop an entrepreneurial experience.
36. Continuing to deliver food after supplying loans was unwise, because the coexistence of both forms of support hampers the development of a sense of responsibility to repay loans and the establishment of an entrepreneurial rationale within the group. While this has slowly improved, in most cases there is still very little relationship between monthly income from sales and the loan amount.
37. Technical assistance is a major means of training people for work. The mission found that there had been a considerable improvement in the quality of the products and in the handling of the production and management tools.
38. Approximately 5 percent of the micro-enterprises being supported showed very good sustainability potential. These include in particular bread-making, milling and garments enterprises set up to supply official institutional demands.

Beneficiary Participation

39. There is a good level of participation by the beneficiaries in PERU 2341 and PERU 4808, even though the members of the mothers' clubs and the members of the school breakfast groups do not always perceive the development objective of the food aid they receive.
40. In PERU 5162 beneficiary participation in planning activities is very small, even though the beneficiaries do belong to the micro-watershed or village conservation committees. In some cases it was found that a few farmers held several posts of responsibility, and that new power dynamics were emerging. The participation of men and women alike is much greater and there is increased solidarity in the case of farmers' groups owning communal land. It is also easier for them to understand the concept of a micro-watershed and to agree to work in communal areas.



41. In PERU 4808 the participation of the Parents' Associations (APAFA) in project activities has a very high social value, which is especially appreciated by the men.

Gender Considerations

42. The overall participation of women in the WFP Peru country portfolio is 63 percent in terms of number of beneficiaries. In PERU 2341, 100 percent of the beneficiaries are women, in PERU 4808 50 percent, and in PERU 5162 between 20 and 30 percent, depending on the activity.
43. PERU 2341 does most to enhance the status of women. The results can be seen at three levels of women's participation. In the home, because they play a greater part in the family economy, they are more secure in stating their opinions and taking decisions; at the communal level when there is a greater recognition of women in the power structure and in decision-making in community organizations; and at the political level where a large number of women holding positions of responsibility in WFP-funded micro-enterprises also hold or perform leadership positions in the communities in which they work. Eighteen of these women hold elected or political positions with the district and provincial local government authorities.
44. Even though there are still very wide differences in terms of gender equality in decision-making, the experience of PERU 2341 shows that the anti-poverty development strategies with a gender focus are an effective means of greater empowerment for women. The weaknesses which the mission noted in terms of the projects' impact in gender terms stemmed from the fact that there still remains a paternalistic relationship on the part of the project team and the consultants.
45. In PERU 4808 the resources were spread evenly across the three years of the project (50 percent girls and 50 percent boys). According to the teachers, the boys and the girls recorded roughly the same performance. However, in some of the schools visited the fifth and sixth grade girls had difficulties speaking Spanish, and lapsed into Quechua. This seems to show that the teachers, without realizing it, focus more on boys than on girls, and may be due to the fact that because they lack appropriate training the teachers themselves are not familiar with giving a gender-sensitive focus to their work.
46. The mothers play a major part in school activities and in the direct preparation of the breakfasts, but when it comes to the allocation of managerial responsibilities, the posts always go to the men. The women (mothers and teachers) are members of the school food committee, but no data are available to show percentages by sex. The survey carried out in 1998 did not contain any questions on the levels of control and decision-making broken down by gender.
47. In PERU 5162, even though only a very small percentage of the direct beneficiaries are women, the project has nevertheless gradually opened up to greater participation by women in community decision-taking, and in attending and playing an active part in the meetings. At the social level, their participation takes the form of political membership of the various local government bodies. Women are playing a major role in the project. They take part in all the activities, and are becoming acquainted with soil conservation and land management, forestation, and seed management and selection. It should be noted that women's participation in the project also focuses on the decision-making process by getting them onto the management boards of the Conservation Committees.



48. One of the difficulties here is the poor educational background of the women in the micro-watersheds where the project is operating. Nevertheless, the project has been designed to enable women to take part as alternate members, as part of their training process.

Sustainability

49. The project that shows the greatest prospects for sustainability potential is PERU 5162. In those communities where conservation and the promotion and diversification of production have been practised, there has been a substantial impact on household incomes. The activities are continuing on their own, without the need of food aid.
50. In the case of PERU 2341, the sustainability of the micro-enterprises and income-generation groups supported is very weak. Only one small group, less than 5 percent of the total, could continue operating without technical assistance and without the loans provided by the project. The remaining 95 percent are still dependent on these forms of support, and the vast majority of the groups still continue to depend on food assistance.
51. The sustainability of the activities being implemented under PERU 4808 remains closely linked to the objectives and capacity of the Government of Peru, which gives top priority to the provision of school meals, particularly through FONCODES.

Monitoring and Evaluation

52. Even though monitoring indicators, and to a lesser degree impact indicators, have been established, none of the three projects has a good monitoring and evaluation system, despite the fact that some progress has been made with the gathering of data through surveys designed by the Universidad del Pacífico. The surveys have been effective in the case of PERU 4808, but they are not very useful for PERU 2341 and PERU 5162.
53. The three projects lack baseline surveys that would make it possible to measure the progress made “with” and “without”. PERU 5162 also lacks the software needed to simulate and produce three-dimensional graphics of economic-financial and physical-biological progress.
54. Similarly, none of the projects have any impact indicators that would allow measuring the improvements in the living standards of the beneficiaries. This demonstrates the low level of participation of beneficiaries when setting the indicators needed for project evaluation.

RECOMMENDATIONS FOR THE REMAINING EXECUTION AND FOR A FUTURE STRATEGY

Project PERU 2341

55. The mission recommends that PRONAA, with the support of an external consultant, should immediately evaluate the effectiveness of the information system. The unreliability of existing data renders project management and decision-making difficult; this takes away from the project’s efficiency and effectiveness.
56. It is recommended to evaluate the quality of the work of the consultants based on the results obtained. This will allow establishing a roster of qualified consultants for future consultancies.



57. Concerning marketing, the mission recommends that the Women's Employment Consolidation Programme (PROFECE) at the Ministry of Labour be commissioned to carry out a marketing survey in order to obtain information on new markets for the groups.
58. In order to improve results, a gender training programme should be run for the members of the PRONAA teams, both at the central level and in the implementing units.
59. Lastly, it is recommended that the results of the project be disseminated in a publication setting out objectives and results obtained, the intervention strategy, achievements and difficulties, and success stories provided by women leaders. These in themselves, as the mission found, are very valuable sources of information regarding the project's impact on women.

Project PERU 4808

60. It is recommended that the project focus on the neediest rural areas, namely the single-teacher educational centres, at all grades in the school system, in conjunction with FONCODES. The latter is also the Government institution charged with poverty mapping.
61. WFP must ensure that the resources are delivered before school begins so that food distribution begins on time, coinciding with the beginning of the school year in order to avoid low attendance rates, which always occurs when breakfast is not supplied.
62. The breakfast supplied at school is the only nutritious meal of the day for many boys and girls who often travel great distances to reach school. The mission therefore recommends that, for those education centres located in areas with proven food insecurity (e.g. Huancavelica), a breakfast ration be provided upon arrival at school, as well as a meal at lunchtime.
63. The Ministry of Education and PRONAA must coordinate the installation of 15 classrooms (modules) in coordination with INFES and, as a matter of urgency, in the previously selected educational centres to provide adequate and acceptable facilities for the students. This was agreed with the evaluation mission and the president of the INFES Board. The INFES proposal also included the donation of construction materials such as doors and windows.
64. The representatives of INFES, FONCODES and the Ministry of Health should also be invited to join the national project steering committee.
65. The Ministry of Education should resume the coordination previously established with the Ministry of Health in order to carry out a parasite control campaign at the beginning of each school year. In addition, the Ministry should coordinate its work with the nearest health centre in order to record the height and weight of students at the beginning of the school year.
66. The training of teachers and parents should include aspects relating to food preparation and the nutritional content of breakfasts. Gender aspects should also be considered in the training workshops.
67. WFP should assess the possibility of finding funds for motorcycles for the PRONAA Operating Units and the Regional Education Directorates to facilitate monitoring.

Project PERU 5162

68. As of 30 September 1999 the food balance amounted to 7,440 tons of wheat, 4 of oil, 14 of edible fat, 400 of canned fish and 1,780 of peas. These amounts are in line with the plan of operations and subsequent revised figures linked to the arrival of additional products not



considered in that plan of operations. WFP should arrange for these resources to be allocated, thereby covering the requirements to the end of the project.

69. The mission recommends that during the period that remains for completion, PERU 5162 activities should be more production-oriented, placing greater emphasis on mechanized irrigation and crop diversification.

GENERAL RECOMMENDATIONS FOR A FUTURE PROGRAMME

70. Based on the above conclusions, the mission recommends that WFP continue supporting the type of activities currently carried out under projects PERU 2341, PERU 4808 and PERU 5162, since they contribute to the Government's plans and priorities to reduce food insecurity and alleviate poverty.
71. Since the projects that have been evaluated will be completed between March and August 2000, the mission recommends that when they end they be placed into an integrated global programme or project which would encompass the three types of activities currently undertaken under these three projects.
72. The mission also recommends that the programme or project that will take over the present activities should focus on the departments of Ayacucho, Huancavelica and Apurimac. These are the departments with the greatest rural poverty, the largest concentration of small farmer communities and where the greatest suffering has been caused by terrorism.
73. The mission nevertheless recommends that the new activities or components making up the future programme or project should be prepared by reformulating the present activities.

The New Integrated Programme or Project

74. The new integrated programme or project should be designed and prepared in modules. The first module should address the activities currently implemented under PERU 5162 and PERU 2341, and the second should incorporate the activities of PERU 4808.
75. The balance of funds from the monetization of WFP food contributions for the current PERU 2341 project could partly be allocated by the Government as counterpart funds for the future programme or project.
76. Savings coupled with credit should be promoted in all the groups.
77. None of the reformulated activities should begin before baseline surveys have been carried out for the micro-watershed groups, micro-enterprises and educational centres to be included. Moreover, no project should begin implementation before definition of key performance indicators to show the expected effects on the living standards of the beneficiaries and the monitoring and evaluation system to collect data and assess the effects.
78. The baseline surveys and the definition of the key performance indicators should be carried out with the active participation of the beneficiaries in start-up workshops. In the module which will continue the activities of the present projects PERU 2341 and PERU 5162, multi-year planning should be carried out with the micro-watershed communities. This participatory planning must be carried out at workshops using the logical framework method. No activity not contained in the multi-year plans should be undertaken.



79. When designing the module to continue the activities of the present PERU 5162 project, computer software must be designed to measure the economic, financial, physical and biological effects on the micro-watersheds.
80. As regards gender, priority must be given to adult literacy classes for women, identifying and training community leaders, and promoting and supporting women's income-generating activities.

First Module (current PERU 5162 and PERU 2341 activities)

PERU 5162

81. The mission recommends that the reformulated former PERU 5162 should be more production-oriented. Special attention should be devoted to developing a more efficient integrated pasture and livestock management system, installing mini-irrigation systems, crop diversification, and the promotion of marketing associations, processing, agricultural and livestock products and the natural resources of the micro-watersheds.
82. FONCODES should be involved because this institution advised the mission of its interest in cooperating in financing irrigation facilities, production-oriented projects, basic access roads infrastructure, and agro-industrial investment.

PERU 2341

83. The activities now being implemented by PERU 2341 should be reformulated in order to reach the target population. The new project should contain two separate components. One should be for the women's groups who are capable to carry out income-generating activities with a view to identifying leaders and potential micro-entrepreneurs. The other component should be limited to dealing with micro-entrepreneur groups.
84. As far as the first group is concerned, the project would provide training, technical assistance, literacy courses and food as an incentive to set up and consolidate the groups. This would be limited in time (one or two years) and be expected to produce economically viable results but is rather intended to identify leaders with the capacity and interest in becoming micro-entrepreneurs.
85. The second component would include training, technical assistance and credit activities. The main purpose would be to create sustainable and profitable micro-enterprises that are capable of paying fair wages to their staff. These groups would not receive food, and would comprise both men and women. The credit system should be managed by a financial agency or an NGO specializing in farmer groups.
86. The number of micro-entrepreneur groups should be small, and should not exceed one or at most two for each watershed. Preference should be given to supporting activities relating to the processing of agricultural products and natural resources from the watershed, and processing products required by such official institutions as FONCODES and PRONAA.
87. Considering the difficulties connected with credit, the mission recommends that the strategy should be reassessed regarding four key aspects: coverage, sustainability, technology and institutional management.

Second Module (current activities of PERU 4808)

88. This new module should only include primary schools with one teacher, the early childhood education centres and nurseries (wawa wasi—for children between 6 months



and 3 years of age). The project activities should include both the distribution of breakfast and food-for-work for the construction, repair and refurbishment of equipment, installations and buildings.

89. The Ministry of Education, PRONAA, INFES and FONCODES will be co-executing agencies of the new project or module. During interviews with the mission participants, these agencies stated their readiness to contribute equipment and infrastructure for the early childhood education centres and nurseries.
90. The regional Ministry of Education authorities should devote more attention to the operation of the early education centres to prevent them from becoming mere day-care centres because of overcrowding.

LESSONS LEARNED

91. Food aid for development is an effective way of encouraging the active participation and support of the beneficiaries. However, food aid alone is not sufficient to produce a lasting impact on people's livelihoods.
92. The efforts made in the projects are partially lost if there are no indicators to measure what they are actually achieving in terms of raising the living standards of beneficiaries. In order to obtain appropriate output and outcome performance indicators, baseline surveys and simulation models are needed to describe and quantify the situation before and during project implementation, both for the entire community and at the household level.
93. The best results are obtained when the beneficiaries are actively involved. Active participation by the beneficiaries should begin during project formulation when the situation without the project is analysed, and continue during the planning of regular activities, outcomes, monitoring and impact assessment.
94. The activities which are most suited to promoting the role of women and are most closely related to women's strategic requirements are: literacy, leadership training, and income generation and savings. Adult literacy has a very powerful impact on the enhancement of the status of women in society and their full integration into it; leadership training enhances women's active participation in local and regional political life; income generation and savings, however small they may be, are an ideal way of ensuring that the role of women within the household is enhanced, based on their increased contribution to the family budget.



ANNEX







PROJECTS SUPPORTED BY WFP

| | PERU 2341 Food Assistance to Women's Groups for the Development of Women's Micro-enterprises | PERU 4808 Food Assistance to Pre-School Children and Primary Education in Rural Areas | PERU 5162 Ecological Rehabilitation of Andean Micro-watersheds |
|-------------------|--|--|---|
| Background | <p>This project began in 1978 and the first phase was completed in 1984, implemented by the Ministry of Health. The first expansion of the project was called 'Assistance to Vulnerable Groups Through Small Self-help Plans for Community Development', implemented by the National Food Assistance Office (ONAA) between 1984 and 1990.</p> <p>The second expansion, initially entitled 'Food Assistance to Groups of Women, Primary Schools and Tuberculosis Outpatients', is being implemented by PRONAA. The project was approved by the CFA in June 1989; the plan of operations was signed in March 1991; the first food distributions were made in April 1992. The project was scheduled to end in March 1995.</p> <p>In November 1994 an interim evaluation mission recommended that the project be reformulated to give it a focus on productive development. This evaluation was endorsed by the CFA in May 1995. The amendment to the plan of operations was deferred several times and was signed only in July 1997. This amendment partially modified the project which was renamed 'Food Assistance to Women's Groups for the Development of Women's Micro-enterprises'.</p> <p>The amendment was used for the official transfer to project PERU 2341 Expansion II of the 500 Urban Women's Groups which had previously been covered under project PERU 4512 'Integrated Approach to the Marginal Urban Sector', which was discontinued in the middle of 1997, together with the WFP food commitments made for this latter project.</p> | <p>This project was planned to be implemented by PASE of the Ministry of Education with logistical and technical support from PRONAA. The project was approved by WFP in December 1994, the plan of operations was signed in July 1995, and food distribution began in August 1996. It was planned to be completed in August 1999, but following a subsequent expansion, project implementation was approved until 15 August 2000.</p> | <p>This project was planned to be implemented by PRONAMACHCS with the logistical and technical support of PRONAA. The project was approved by the CFA in June 1993; the plan of operations was signed in September 1993 and food distribution began in July 1997, with the termination date set for July 1999. However, it was subsequently expanded and the implementation of the project was deferred to 1 July 2000.</p> |

PROJECTS SUPPORTED BY WFP

| | PERU 2341 Food Assistance to Women's Groups for the Development of Women's Micro-enterprises | PERU 4808 Food Assistance to Pre-School Children and Primary Education in Rural Areas | PERU 5162 Ecological Rehabilitation of Andean Micro-watersheds |
|-----------------------------|--|--|--|
| Immediate objectives | <p>These 500 groups involved in 'people's canteens' thus began to exchange their humanitarian work for micro-enterprise management. Training in enterprise management and accounting facilitated this change-over. The amendment extended the life of the project to March 1999, but under a subsequent expansion it was agreed to expand the implementation of the project to 31 March 2000.</p> <p><i>Community organization:</i> To strengthen the organization of women's groups to foster their active participation in development within community structures.</p> <p><i>Health:</i> To encourage the active participation of women in communal preventive health care activities in coordination with the health services and guarantee the participation of a voluntary health promoter in each community receiving food assistance.</p> <p><i>Education:</i> To encourage the participation of women in literacy, post-literacy and other adult education programmes. To broaden the scope of the early childhood programme to include children under 3, and extend early education to children under 6 through the participation of an education promoter in each community receiving assistance.</p> <p><i>Income generation:</i> To raise the incomes of the poor population through sustainable income-generating activities. To enhance the capacity of groups to use the resources obtained from their own production activities.</p> <p>To encourage the adequate placement of the goods produced by women's groups on local, national and international markets.</p> | <p>To overcome short-term hunger and reduce the incidence of anaemia with a food supplement for pre-school and primary school children to improve their learning capacity.</p> <p>To spread knowledge of adequate food and hygiene standards among girls and boys.</p> <p>To expand the Government's school feeding programmes to reach the more remote districts of the Sierra Rural, thus encouraging school attendance on a basis of equality between boys and girls.</p> | <p>To restore and increase the production capacity of the water and soil resources in 65 micro-watersheds as a result of adequate conservation work.</p> <p>To set up a network of seed farms for the main Andean crops to form the basis for reactivating food production in these areas.</p> |
| Cost | US\$23,144,401 | US\$16,959,471 | US\$9,295,000 |

PROJECTS SUPPORTED BY WFP

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|-----------------------------|--|---|---|
| Beneficiaries | <p>22,250 women from 938 Mothers' Clubs or income-generation groups</p> <p>938 health promoters</p> <p>938 education promoters</p> <p>13,832 people receiving literacy training</p> | <p>7,534 girls and 7,436 boys at pre-school level</p> <p>26,819 girls and 29,600 boys at primary school</p> <p>1,741 teachers</p> <p>2,078 parents</p> | <p>38,204 rural families</p> <p>1,897 students of agricultural schools</p> |
| Geographic area | <p>The poorest districts in the departments of Puno, Cuzco, Ancash and Cajamarca and in the settlements at Lima and Callao. Since 1977 the provinces of Arequipa, Chiclayo, Piura and Trujillo (500 women's groups from the PERU 4512 project) have been included. Beginning in 1998 the poorest provinces in the departments of Apurmac, Huancavelica and Ayacucho have also been included.</p> | <p>The departments of Huancavelica, Ayacucho and Apurimac, in the Sierra Andina region.</p> | <p>To restore and increase the production capacity of the water and soil resources in 65 micro-watersheds in the departments of Arequipa, Cajamarca, Cuzco, Moquegua, Puno and Tacna.</p> |
| Function of food aid | <p>As an incentive for the permanent organization of women's grass-roots groups and to ensure that they regularly attend the health and literacy programmes.</p> <p>To supplement beneficiaries' diets.</p> <p>To generate incomes for beneficiaries.</p> <p>To promote the financial viability of the Women's groups with contributions from the members in the form of a monthly subscription proportionate to the food aid they receive.</p> <p>To provide loans to develop micro-enterprises on a co-financed basis.</p> <p>To act as a supplementary source of income for health promoters, literacy and productive activities.</p> | <p>Supplementary food to eliminate short-term hunger and reduce the prevalence of anaemia.</p> <p>An incentive to encourage the children to realize the importance of preparing food hygienically and familiarize them with feeding habits based on more highly nutritional criteria; and</p> <p>To support the Ministry of Education budget to extend education services to a larger number of communities in the rural areas of the sierra.</p> | <p>To encourage the beneficiaries to take part in carrying out the rehabilitation and soil and water management work.</p> <p>To supplement the diet of poor farmers' families during a period without a harvest.</p> <p>To encourage the beneficiaries to adopt improved technologies to raise food production.</p> <p>To transfer incomes to the beneficiaries.</p> <p>To encourage the organization of the farmers and create an awareness of environmental problems.</p> |