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Food  
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Mundial  
de Alimentos

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## **INFORMATION NOTES**

### **SUMMARY OF EVALUATION RECOMMENDATIONS AND MANAGEMENT RESPONSE— COUNTRY PROGRAMME— GUATEMALA (1998–2002)**



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This document should be read in conjunction with the document “Evaluation of Country Programme—Guatemala (1998–2002)” (WFP/EB.2/2000/3/4).

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RECOMMENDATION TO WFP (DECEMBER 1999)	ACTION BY	MANAGEMENT RESPONSE AND ACTION TAKEN TO DATE (APRIL 2000)
<ul style="list-style-type: none"> <li>• The UNDAF programming cycle is set to cover the period 2001 to 2004. In order to harmonize United Nations programming cycles, the present duration of the CP should be shortened by one year and WFP should prepare a new CP during 2000 on the basis of the recommendations of this evaluation.</li> <li>• The process of revision and preparation of the next CSO and CP should employ the same methodology used in the preparation of the existing CP, seeking as much as possible coordination with, as well as participation and collaboration by the Government and other co-executors. This approach would allow the rapid acceptance of the final draft and easier collection of necessary data and information.</li> </ul>	Country office	<p>According to UNDAF programming in Guatemala, the current CP has been shortened by one year and agreement has been reached to formulate the new CP with UNOPS participation.</p> <p>The preparation of the new CP will be undertaken in a participative manner with the intervention of the following: a) Government higher authorities of the institutions that execute food aid projects, SEGEPLAN (General Secretariat of Planning), Social Cabinet members; b) a working group made up of co-executors, non-governmental agencies and members of civil society, including local municipalities; and c) representatives of the international community and the United Nations system. The CP will be recast along Enabling Development policy guidelines.</p>
<ul style="list-style-type: none"> <li>• The donors' Food Aid Coordinating Group (FACG) needs to be strengthened and integrated into a joint strategy and operations plan which will maximize the benefits of the presence of such agents in the country; in addition, this will ensure complementarity and synergy and avoid duplication of efforts, missing items, or responses lacking common or complementary coordination or objectives. Collaboration with other co-executors should minimize shortfalls in the CP's implementation, and avoid putting at risk the credibility and confidence achieved in the country.</li> </ul>	Country office	<p>For the new CP, the number of participants of FACG will be focused to include mainly donors that are working with food security activities. WFP/Guatemala has formed strategic alliances with donors to maximize and complement the different resources brought to Guatemala and to avoid duplication of efforts. This aspect will be featured prominently in the Operational Agreement of each Basic Activity.</p>
<ul style="list-style-type: none"> <li>• Targeting procedures should be formalized in the CSO, taking as reference the work carried out in Basic Activity 2 "Soil Conservation", duly weighting criteria of environmental vulnerability with those of social vulnerability, in particular food insecurity and malnutrition.</li> </ul>	Country office	<p>The CSO has been elaborated seeking improved targeting along the lines suggested by the evaluation. In the formulation of the new CP the following criteria will be considered:</p> <ul style="list-style-type: none"> <li>• Land distribution and titling issues;</li> <li>• Inadequate infrastructure in rural areas;</li> <li>• Poor land quality and lack of adequate facilities for post harvest management;</li> <li>• Lack of adequate social investment;</li> </ul>

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		<ul style="list-style-type: none"> <li>• Environmental problems linked to deforestation and soil erosion;</li> <li>• Severe climatic fluctuations;</li> <li>• Exclusion of indigenous population; and</li> <li>• Gender considerations.</li> </ul>
<ul style="list-style-type: none"> <li>• The VAM tool will have to be used to ensure adequate targeting. Selection criteria should be revised to balance the emphasis between attention to displaced persons and returnees, Hurricane Mitch victims, and people suffering from extreme chronic poverty. Significant use should be made of community malnutrition and food consumption indices so as to guarantee the selection of the most needy.</li> </ul>	Country office	VAM techniques will be the basis for the formulation of the CP. To this effect, work has started on the establishment of the database, with a VAM/Gender study. At the same time the country office is elaborating maps to identify areas and beneficiaries for the four activities, related to displaced persons, victims of Hurricane Mitch, poor small farmers and vulnerable groups such as malnourished, vulnerable, women and children, and widowed mothers and single female heads of household, who have difficulty in obtaining food.
<ul style="list-style-type: none"> <li>• Community participation must be emphasized in the design process of the new CSO.</li> </ul>		The CSO was formulated through a process of consultation at all levels. Full consultation at the community level was not always possible due to the electoral campaign and the very short time span for elaboration.
<ul style="list-style-type: none"> <li>• During the preparatory phase, differences must be resolved and compatibility sought between the priority interests of all parties involved in the CSO.</li> </ul>		The CSO was elaborated during a time of Government change, and definition of specific Government policies on food security were not yet available. In the meantime, however, the Government has expressed its agreement to the strategic focus of the CSO.
<ul style="list-style-type: none"> <li>• The preparation of the documentation of Basic Activities 2 and 3 has been adequately carried out. The same mechanism is recommended for the new CP.</li> <li>• Basic Activity 1 has a rather outdated design, and if these activities will be chosen in the CSO, a technical mission should revise and restructure this basic activity, as a function of the both new guidelines for use of WFP food aid and the new realities in Guatemala.</li> </ul>	Country office	<p>This will be elaborated in June, (in accordance with the mission's recommendations) with a more explicit application of WFP's Commitments to Women in these activities.</p> <p>For Basic Activity 1 the former design has been readjusted following several problems experienced in the execution of activities. The design was based on monetization of food which has now been changed to direct food distribution. For the time being the continuation of the activity is being discussed with the authorities. A mission to review this activity may be carried out during the second semester of 2000.</p>



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<ul style="list-style-type: none"> <li>In the same way, technical assistance is required to evaluate the design, execution and impacts of past and present government school feeding programmes, whether carried out with WFP assistance and/or that of other co-executors. The evaluation's results and recommendations should enable the Government and WFP to take decisions about the inclusion of such programmes in the next CP.</li> </ul>	Country office	WFP has been providing technical advice to the new Government for readjusting the new school feeding programme, including the rations to be distributed to beneficiary children. Discussions on lessons learned on the improvement of school feeding are ongoing. It is planned that WFP will undertake a technical evaluation of the government school feeding programme.
<ul style="list-style-type: none"> <li>Provision for adjustment or change in case of disasters or socio-economic events should be made at the programming level, to the extent possible.</li> </ul>	Country office	An agreement has been signed with CONRED (National Committee for Disaster Prevention) which includes the division of responsibilities among various authorities and international organizations. The Government will directly support interventions related to minor and recurrent events. Interventions connected with major events will be supported by WFP and other donors, through an EMOP, conditioned upon an official declaration of emergency. For immediate response assistance, WFP may 10% from the stocks of ongoing development projects.
<ul style="list-style-type: none"> <li>Also, courses of action should be defined in case of shortfalls in resources, whether on the part of the Government or WFP.</li> </ul>		Shortfalls in resources will continue to be handled in acute situations through direct requests to donors and NGOs operational in Guatemala.
<ul style="list-style-type: none"> <li>Flexibility is needed to reorient food rations so as to respond to M&amp;E recommendations on activities. This can also be a control mechanism to guarantee efficiency and fulfilment of commitments and operational programmes.</li> </ul>		The M&E system will guarantee an adequate follow-up to the activities to reorient food aid towards more efficient activities, when necessary. The food rations are being monitored and adjusted accordingly. COMPAS is also being installed to help track resources. This tool is linked to the M&E system.
<ul style="list-style-type: none"> <li>Practical strategies and mechanisms need to be defined, to guarantee that progress achieved through the gender training programme is supported and consolidated. Projects should determine a clear strategy to verify and monitor the fulfilment of WFP's Commitments to Women.</li> </ul>	Country office	All counterpart staff have been trained in gender approaches and project design. A new M&E system has been established in order to collect gender-disaggregated data. The gender strategy is being discussed with partners.
<ul style="list-style-type: none"> <li>Care must be taken not to differentiate activities or allocation of resources (food rations) as a function of gender discrimination. Gender aspects need to be incorporated into the design of activities, giving opportunities for the equitable incorporation of women in decision-making structures as well as in community organizations.</li> </ul>		The ongoing gender discussions have already brought about an impact on the design and selection of project activities. The first step has been to sensitize the co-executing technicians. The incorporation of a greater number of women in key positions of community organizations is being worked on.

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<ul style="list-style-type: none"> <li>Communication must be improved on all sides, both as regards information sharing (not only WFP-MAGA or SEGEPLAN-MAGA, but by setting up co-executor circles), so as to achieve an efficient and participatory process of discussion, reflection and decision-making. To this end, a quality guarantee system of the CP should be designed and implemented, according to the modern concept of total quality management, linked to management by objectives. The focus should move away from accounting indicators towards indicators on the quality of food aid for development.</li> </ul>	Country office	To improve the channels of communication and participation among participants in the CP, the following is being done: a) All documents relating to the new WFP policies (Enabling Development, Gender) have been sent to and discussed thoroughly with all partners; b) information on programme activities (strategies, criteria for selecting areas and beneficiaries, goals and objectives) is exchanged periodically; c) meetings are held periodically to exchange lessons learned and reorient the activities; and d) a common M&E system has been implemented and qualitative and quantitative indicators have been defined to follow up on the performance of the activities.
<ul style="list-style-type: none"> <li>On the level of the consolidated CP, there is no specific M&amp;E system, partly because the programme has not yet started overall. At the level of each individual activity the setting up of an M&amp;E system has been studied, which would contemplate the possibility of including both qualitative and quantitative data. The system, supported by a specific computer program, consists of a set of activities: a) periodic checks, e.g. field visits; b) specific and periodic studies and reviews; c) collection of data from counterparts and co-executors; d) assessment or appraisal missions; and e) establishment of character profiles of communities and beneficiaries. Data obtained serve for the preparation of periodic reports. The existing guidelines for Country Programmes indicate the following reporting systems for activities: quarterly progress reports on resources, half-yearly reports on each summarized activity by the WFP country office. This system should become operational as soon as possible.</li> </ul>	Country office	An M&E system has already been introduced and related guidelines have been issued both for internal purposes and for the partners. A computerized system has been installed which includes each activity and a central system has been set up in the WFP office to collect and analyse data. Information received on each activity will be useful in implementing corrective management decisions. This system is being reviewed by the Managua Regional M&E unit for possible use and replication in other country offices.

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<ul style="list-style-type: none"> <li>More operational functions should be added so that the CPAC carries out the role of CP advisor. The preparation of the new CP offers the opportunity of defining a modus operandi for the Committee, with possible creation of commissions for each CP activity. However, the following principles need to be observed: a) access of all programme co-executors; b) reflection based on the focus and technical issues contained in the WFP policy document "Enabling Development", in addition to the Government's social development policy; and c) operational feasibility, especially as regards the validation and approval of project proposals. While maintaining the prerogatives and responsibilities of the WFP Country Director/Representative, the responsibility of the Committee will be both managerial/coordinating and technical. The Committee will also be responsible for project supervision and coordination of reports to WFP and all co-executing institutions.</li> </ul>	Country office	<p>The country office has made the following proposal to be discussed with the partners: The CPAC in the new CP will act as a committee to discuss CP implementation at a political and socio-economic level in accordance with UNDAF. The UN Coordinator, the WFP Country Director, bilateral and multilateral international aid representatives, and NGOs would participate in such a committee. On behalf of the Government, the General Secretariat of Planning and the Ministries' higher authorities that receive food aid will also participate.</p> <p>This committee's role will be: a) to monitor the performance of food aid within the context of the Government's priorities (emergencies, development activities, returnees and Peace Agreements) and the new WFP policy orientations; b) to define the operating mechanism of the CP with participation of executors and other partners; c) to establish a managerial M&amp;E system to obtain feedback in order to make managerial decisions; and d) to give recommendations to reorient the basic activities according to their efficiency. The country office would prefer that the more specific project-oriented discussions and monitoring be kept at an operational level (project directors, supervisors, government representatives).</p>
<ul style="list-style-type: none"> <li>Despite efforts made by the WFP country office, the present logistics system needs to be strengthened by a more modern computerized system such as COMPAS. As a consequence, the Government and WFP should jointly implement the manual and recommendations for the logistics consultants who analysed project activities in February 1999, which would contribute to improving the logistic's systems.</li> </ul>	Country office	<p>The WFP office and the Government Logistics Unit have already taken internal restructuring measures to improve the logistics system. Guidelines and indicators of M&amp;E systems are being revised with the participation of the counterpart. The new tracking system, COMPAS, is to be installed this semester.</p>