SEGAMIL Midterm Evaluation Report 2015

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Acronyms

ADIPO	*Asociación de Desarrollo Integral para el Occidente* Translation: Association of Integral Development for the West
ADS	Automated Directives System
AGEXPORT	*Asociación Guatemalteca de Exportadores* Translation: Association of Guatemalan Exporters
ANACAFÉ	*Asociación Nacional del Café Guatemala*
BFS	Bureau of Food Security
CDCS	Country Development Cooperation Strategy
CLTS	Community Led Total Sanitation
COCODE	*Consejo Comunitario de Desarrollo* Translation: Community Development Council
COCOSAN/	*Comisión Comunitaria de Seguridad Alimentaria y Nutricional*
COSAN	Translation: Community Commission for Food and Nutrition Security
COLRED	*Coordinadora Local para la Reducción de Desastres* Translation: Local Coordinator for Disaster Reduction
COMUDE	*Consejo Municipal de Desarrollo* Translation: Municipal Development Council
COMRED	*Coordinadora Municipal para la Reducción de Desastres* Translation: Municipal Coordinator for Disaster Reduction
COMUSAN	*Comisión Municipal de Seguridad Alimentaria y Nutricional* Translation: Municipal Commission for Food and Nutrition Security
CRS	Catholic Relief Services
CSB	Corn soya blend
DIP	Detailed Implementation Plan
DFAP	Development Food Assistance Project
ECADI	Spanish acronym for Integral Human Development Field School
ET	Evaluation team
FFP	Food for Peace
FTF	Feed the Future
GIS	Geographic Information Systems
GoG	Government of Guatemala
ICT4D	Information, Communication and Technology for Development
INAP	*Instituto Nacional de Administración Pública* Translation: National Institute of Public Administration
INFOM	*Instituto de Fomento Municipal* Translate: Institute of Municipality Development
IPTT	Indicator Performance Tracking Table

IR	Intermediate result
IWRM	Integrated water resources management
M&E	Monitoring & Evaluation
MCH	Maternal and child health
MCHN	Maternal and child health and nutrition
MEAL	Monitoring, Evaluation and Learning
MoA	Ministry of Agriculture
MoH	Ministry of Health
MSPAS	*Ministerio de Salud Pública y Asistencia Social* Translation: Ministry of Public Health and Social Assistance
MTE	Midterm evaluation
MUAC	Mid-upper-arm circumference
OMAS	*Oficina Municipal de Agua y Saneamiento* Translation: Municipal Water and Sanitation Office
PAISANO	*Programa de Acciones Integradas de Seguridad Alimentaria y Nutricional del Occidente* Translation: Integrated Food Security and Nutrition Program in the West
PCI	Project Concern International
PEC	Rural health extension program
PHAST	Participatory Hygiene and Sanitation Transformation
PM2A	Preventing malnutrition in children under 2 approach
RFA	Request for application
SBCC	Social and behavior change communication
SC	Save the Children
SEGAMIL	*Seguridad Alimentaria Enfocada en los Primeros 1,000 Días* Translation: Food Security Focused on the First 1,000 Days
SESAN	*Secretaría de Seguridad Alimentaria y Nutricional* Translation: Food and Nutrition Security Secretariat
SILC	Savings and Lending Groups
USAID	United States Agency for International Development
UTAM	*Unidad Técnica Agrícola Municipal* Translation: Municipal Agriculture Technical Unit
WASH	Water, sanitation and hygiene
WHIP	Western Highlands Integration Program

Glossary

Spanish	**English**
Líder agropecuario	Agricultural leader
Masfrijol	[project name]
Municipio	Municipality
Pila	Basin; large sink

Técnico	Technician (usually refers to an agricultural technician)

Executive Summary

In FY 2012, the U.S. Agency for International Development's (USAID) Office of Food for Peace (FFP) issued an award to Catholic Relief Services (CRS) Guatemala to implement the project, "Food Security Focused on the First 1,000 Days," known by its Spanish acronym, SEGAMIL.[1] CRS implements SEGAMIL in coordination with local partners *Asociación de Desarrollo Integral para el Occidente* (ADIPO) and Social Pastorate/Caritas San Marcos in Guatemala's western highlands. The project's overall goal is to improve food security in targeted micro-watersheds in eight municipalities in San Marcos and Totonicapán departments.[2] Using an integrated approach, CRS and partners hope to improve food access of farmer households, reduce chronic malnutrition among vulnerable rural populations in targeted micro-watersheds, and improve local and municipal resilience systems to improve food security. SEGAMIL serves 10,500 families each year, or approximately 23,500 families over the life of the project (August 1, 2012 to July 31, 2018).

In July and August 2015, FFP, CRS and Save the Children (SC) jointly and concurrently implemented midterm evaluations (MTEs) of SEGAMIL and SC's FFP-funded project, "Integrated Food Security and Nutrition Program in the West," (PAISANO,[3] by its Spanish acronym). The overall purposes of the evaluation were to review the extent to which project delivery matches the original, approved plan; assess the effectiveness of the project approach; and identify implementation or contextual factors that are contributing to intended objectives, results and impacts. The evaluation sought to extract lessons learned and best practices, inform modifications of strategies that are not serving project goals, and identify activities for scale-up. The joint undertaking of PAISANO and SEGAMIL evaluations was designed as such to allow cross-fertilization of lessons and best practices across projects.

A 14-member multi-disciplinary evaluation team (ET) reviewed both projects and included USAID technical specialists and specialists from SC, Project Concern International (PCI) and CRS, with an equal mix of men and women. The team's combined expertise encompassed program evaluation, qualitative analysis, community mobilization, agriculture, livelihoods, food security, maternal and child health, nutrition, rural value chains, monitoring and evaluation, social and behavioral change communications, and resilience. The Senior Monitoring and Evaluation (M&E) Advisor of FFP served as team leader for both evaluations. The team spent 36 days in country, with a short break midway through fieldwork. The evaluation employed qualitative methodologies. The mission included introductory meetings with USAID and awardees, qualitative data collection and analysis, two ground-truthing workshops, and debriefing presentations on evaluation findings.

[1] *Seguridad Alimentaria Enfocada en los Primeros 1,000 Días*
[2] In San Marcos department: Comitancillo, Sibinal, San Lorenzo, and Tajumulco; in Totonicapán department: Momostenango, Santa Lucia La Reforma, Santa Maria Chiquimula, and Totonicapán
[3] *Programa de Acciones Integradas de Seguridad Alimentaria y Nutricional del Occidente*

SEGAMIL has demonstrated progress on its strategic objectives and at midterm, appears on track to meet output indicator targets. The project is implementing several approaches or activities notable for attaining objectives at output level and for being well received by participants. These include:

- Homestead gardens, which the ET assessed to be contributing to nutrition and dietary diversity, and at times to allow households to generate income by selling surplus produce, or to reallocate income and savings to important non-food expenditures such as education and health care;
- Cooking demonstrations, which are well linked to gardening activities and whose lessons appear to be taken up readily by project participants;
- Savings and lending groups, which are instilling a culture of savings among members; and
- Engaging community members in training and empowerment-oriented activities.

These are important successes. At the same time, they must be viewed in light of the project's higher aspirations for outcomes, impact, and sustainability at project, population, and system levels. The MTE presents a moment for strategic reflection on what implications the observed presence or absence of progress to date – and more importantly, project strategies and processes – have for the short, medium and long term. It is an opportunity to adjust mid-cycle, to optimize progress on different scales and timespans. It should be considered, also, that SEGAMIL is one in a decades-long series of food security projects in Guatemala. Yet despite government and donor investments in the western highlands, the rate of chronic malnutrition remains at an alarming level and continues to rise. The 2008-09 Reproductive Health Survey found that 49.8 percent of all Guatemalan children under age five are stunted.[4] The rate of stunting among indigenous children was even higher (58 percent).[5] The 2014-15 National Maternal and Child Health Survey reported a slight decline in overall rate of stunting among Guatemalan children age below five years (46.5), but there is no change in the stunting rate for indigenous children.[6] The baseline survey shows that more than three-quarters of children (75 percent) under five years of age suffer from moderate and severe stunting. Ethnicity is a key factor associated with food and income insecurity in Guatemala, as are suboptimal infant and young child feeding practices, low dietary diversity, food insecurity, lack of clean water and sanitation, poor hygiene and poor access to health services.[7, 8] With regard to infant feeding, both the amount of food young children are fed and the variety of food they are given is

[4] *MSPAS Encuesta Nacional de Salud Materno Infantil 2008 (ENSMI 2008-2009). Ministerio de Salud Publica y Asistencia Social (MSPAS), Institución Nacional de Estadística (INE)/ Centro de Control y Prevención de Enfermedades (CDC), Guatemala 2010.* WHO Child Growth Standards.

[5] 2008-2009 ENSMI, cited in USAID/Guatemala BEST Action Plan for Family Planning, MNCH, and Nutrition, Best Practices at Scale in the Home, Community, and Facilities, submitted to USAID/W/GH: April 27, 2011.

[6] *Ministerio de Salud Pública y Asistencia Social (MSPAS), Instituto Nacional de Estadística (INE), ICF Internacional, 2015. Encuesta Nacional de Salud Materno Infantil 2014-2015. Ciudad de Guatemala, Guatemala.*

[7] Chaparro, C. 2012. Household Food Insecurity and Nutritional Status of Women of Reproductive Age and Children under 5 Years of Age in Five Departments of the Western Highlands of Guatemala: An Analysis of Data from the National Maternal-Infant Health Survey 2008–09 of Guatemala. Washington, DC: FHI 360/FANTA.

[8] De Pee, S. and Bloem, M.W. 2009. "Current and Potential Role of Specially Formulated Foods and Food Supplements for Preventing Malnutrition among 6 to 23 Month-Old Children and for Treating Moderate Malnutrition among 6 to 59 Month-Old Children." Food and Nutrition Bulletin. Vol. 30 (3 Suppl), pp. S434–63.

inadequate to meet their nutritional needs. The SEGAMIL baseline survey also reports poor dietary practices, sub optimal practices related to infant and young child feeding, and poor water, sanitation and hygiene (WASH) behaviors. Based on this changing context and enhanced knowledge since CRS designed SEGAMIL, the project should revisit its theory of change to achieve food and nutrition security outcomes.

Taking this longer view, the ET finds several strategic and operational areas that need modification and strengthening, and acknowledges – as FFP has acknowledged – that SEGAMIL's original project design sought to respond to a Request for Applications (RFA) that was prescriptive, and warrants reassessment. As far as project design, beneficiary targeting is foremost among areas to re-assess. As noted in Section 4, SEGAMIL is viewed by communities as a "women's project." This stems from the 1,000 Days approach and corresponding emphasis on women. The ET agrees that women need to be a cornerstone of food security approaches. However, the quality of women's engagement in learning and empowerment processes in the current project needs to be improved. Moreover, the project does not clearly articulate men's role in these processes, nor do communities understand – and thus value – it. In practice, project assumptions on synergies between Strategic Objective (SO) 1 and SO2 targeting do not bear out, as the *de facto* audience for health and nutrition interventions does not overlap significantly with the one most directly engaged in household agricultural production – whether crops or livestock – and value chain work. Regardless of target group, adult education techniques and topics need to be more demand-driven, more flexible and more engaging. Learning goals of all project activities need to be clearer to all participants: rations and material handouts are the draw for participation, which suggests that absent an improved understanding of how learning activities add value to current and future daily life, interest in applying project learning will fade when the project finishes. In addition, CRS needs a strategy for transferring knowledge beyond project participants to the whole community, and for embedding this knowledge in community governance structures. Given its proven role in improving chronic health and nutrition outcomes, the ET identified WASH—particularly community-level WASH—as a strategic gap of the original project design. Post-baseline, SEGAMIL modified its WASH approach to include both the Integral Human Development Field School (ECADI)- and community-level activities; however, targets remain undefined and the scale of WASH needs is much greater than the activities can address.

CRS has well planned and well implemented the data collection and organization aspects of SEGAMIL's M&E system. However, CRS has poorly disseminated the data and analysis generated from M&E processes, including the baseline study, to staff and partners. This hinders the capacity to study and reflect on information that should be used to design, target and adjust project strategies and interventions according to needs and achievements in project coverage areas on a regular basis.

Continuing SEGAMIL activities with a clearer eye on sustainability requires stronger consideration of contextual factors such as the role and capacity of Guatemalan institutions such as *Consejo Comunitario de Desarrollo* (COCODE), *Oficina Municipal de Agua y Saneamiento (*OMAS), health centers and agricultural extension services, as well as the private sector, to deliver the services essential to

building and maintaining food security and nutrition. SEGAMIL needs to include, plan, coordinate and consult more with these entities and with the private sector to ensure the services currently provided or facilitated primarily through SEGAMIL remain sufficiently resourced, particularly in the most vulnerable communities, and managed with adequate technical competency. The ECADIs have been important vehicles for SEGAMIL training and messaging, and for governance functions related to project activities. However, their *raison d'etre* derives primarily from SEGAMIL; it is unclear whether the *Unidad Técnica Agrícola Municipal* (UTAMs) can continue to support them after project end – the UTAMs themselves are dependent on funding from the Ministry of Agriculture (MoA), local government and municipalities. As a cornerstone of SEGAMIL's sustainability strategy, the ECADI system is fragile: the 369 ECADIs vary in their level of establishment, skills, motivations and aspirations – some may continue to develop and thrive after SEGAMIL exits, yet absent intrinsic motivation to continue, others may dissolve.

SEGAMIL and partners also need to consider that demand for certain services or goods may need to be built or strengthened. This will require enhancing community awareness of returns on household investments, such as investment in agricultural inputs (e.g., improved seed varieties) and services (e.g., fee-for-service agricultural extension), or in health care (e.g., investing time and resources to attend pre-natal visits).

The MTE finds "graduation" strategies at participant level, and exit strategies at project level, to be either poorly defined or poorly understood. SEGAMIL needs to work more, both project-internally and with local Guatemalan institutions and the private sector, to strategize how to optimize resource investments in the medium and long term in a context of chronic vulnerability. As implemented, SEGAMIL suffers to some extent from inclusion error in its targeting practices at the beneficiary level; this is one example of an area where effective use of M&E could assist in decision-making.

Finally, the project has made important and promising connections with fellow USAID-funded initiatives, such as other members of the Western Highlands Integrated Program (WHIP), as well as with the Guatemalan private sector, especially in agriculture. There are also incipient relationships with entities that can play a role in capacity development in some technical areas after project exit. These collaborations, especially ones where the partner has a vested interest and commitment beyond SEGAMIL project life, can be an important part of the SEGAMIL phase-out and exit strategy; here again, meaningful engagement with native institutions in this planning is critical. The potential within SEGAMIL and in the stakeholder environment exists for consolidating project achievements and ensuring continued progress toward SEGAMIL objectives, which are commonly held objectives for food security in Guatemala's western highlands. The remaining time in SEGAMIL would be well spent reworking implementation approaches – based on recommendations not only from this MTE but dating back to the baseline – and solidifying the relationships and competencies in Guatemala that are critical to continued improvements in food security goals in the region. There is also an opportunity to enhance sharing and learning between SEGAMIL and PAISANO given the similarity of the projects and the challenges they face.

This evaluation has yielded recommendations – some specific to individual strategic objectives and some crosscutting – in strategic and operational areas. The recommendations cover targeting, service quality, adult learning strategies, synergies across strategic objectives, institutional capacity development, M&E, gender-sensitive programming, phase-out/ exit strategies and sustainability, among other categories. The evaluation team presented and reviewed all recommendations in November 2015 during a three-day workshop in Guatemala City with key staff of PAISANO and SEGAMIL, their corresponding partner organizations, and the USAID Mission in Guatemala. The ET intended the workshop to validate the relevance and feasibility of the recommendations, refine them based on participant feedback, and enable implementers to begin planning actions in response to the evaluation.

I. Introduction

In FY 2012, the U.S. Agency for International Development's (USAID) Office of Food for Peace (FFP) issued an award to Catholic Relief Services (CRS) Guatemala to implement the project, "Food Security Focused on the First 1,000 Days," known by its Spanish acronym, SEGAMIL.[9] CRS implements SEGAMIL in coordination with local partners *Asociación de Desarrollo Integral para el Occidente* (ADIPO) and Social Pastorate/Caritas San Marcos, in two departments of Guatemala's western highlands. To tackle the increasing rate of chronic malnutrition, the Request for Applications (RFA) called for a preventive approach focusing on the first 1,000 days between a woman's pregnancy and her child's second birthday that should include at a minimum:

- Improving infant and young child feeding practices (including early initiation and exclusive breastfeeding, adequate and timely complementary feeding, promotion of improved complementary feeding using locally available and affordable foods, feeding during and after illness, etc.);
- Improving maternal nutrition and health, with a focus on pregnant and lactating women as well as adolescent girls;
- Improving nutritional status and nutrition awareness among single and newly married adolescent girls and their families;
- Improving access to safe drinking water and appropriate sanitation and improving hygiene practices;
- Increasing diet diversity and dietary quality at the household level, with particular focus on women and children;
- Improving adoption of key essential nutrition, hygiene and health practices through effective use of behavior change and communication (BCC) interventions;
- Improving prevention and treatment of childhood illnesses in children under 5 years of age;
- Improving access and quality of health services, including family planning services, as well as nutrition services in coordination with partners; and
- Improving detection and referral of children under 5 years of age with Severe Acute Malnutrition (SAM).

[9] *Seguridad Alimentaria Enfocada en los Primeros 1,000 Días*

The project's overall goal is to improve food security in targeted micro-watersheds in eight municipalities in San Marcos and Totonicapán departments.[10] Using an integrated approach, CRS and partners hope to improve food access of farmer households, reduce chronic malnutrition among vulnerable rural populations in targeted micro-watersheds, and improve local and municipal resilience systems to improve food security. Activities include training farmers and agricultural leaders in improved crop production techniques and natural resource management, creating micro-watershed communities, facilitating savings and lending groups, improving preventative health services and referrals, and providing conditional food rations. Activities also include strengthening community groups for disaster preparedness and emergency response, and establishing municipal-level early warning systems. SEGAMIL has a crosscutting goal to empower women so they can improve their and their children's health and nutrition status. SEGAMIL serves 10,500 families each year, or approximately 23,500 families over the life of the project (August 1, 2012 to July 31, 2018).

The SEGAMIL project started on August 1, 2012. Based on lessons learned from SEGAMAYA[11], its predecessor project, SEGAMIL started community organization efforts by establishing field schools, known as Integral Human Development Field Schools (ECADIs);[12] these structures form the foundation of the project. The ECADI is a community organizational structure based on the farmer field school approach. It integrates health and nutrition, agriculture, natural resource management, and community organization activities. Each ECADI is composed of 25-30 families, a board of directors selected by the families, and two volunteer promoters – one for agriculture and another for health and nutrition activities. At the end of the second year, SEGAMIL had organized 369 ECADIs.

In July and August 2015, FFP, CRS and Save the Children (SC) jointly and concurrently implemented midterm evaluations (MTEs) of SEGAMIL and SC's FFP-funded project, "Integrated Food Security and Nutrition Program in the West," (PAISANO,[13] by its Spanish acronym). This is a report of the SEGAMIL MTE.

II. Evaluation Objectives and Methodology

Purpose and objectives

The overall purposes of the MTE were to review the extent to which project delivery matches the original, approved plan; assess the effectiveness of the project approach; and identify implementation or contextual factors that are contributing to intended objectives, results and impacts. The MTE sought to extract lessons learned and best practices, inform modifications of strategies that are not serving project goals, and identify activities for scale-up. The evaluation team

[10] In San Marcos department: Comitancillo, Sibinal, San Lorenzo, and Tajumulco; in Totonicapán department: Momostenango, Santa Lucia La Reforma, Santa Maria Chiquimula, and Totonicapán

[11] SEGAMAYA - Food Security Program for the Mam and Achi people, was a Food for Peace supported Title II Multi-Year Assistance Program, implemented by Catholic Relief Services from 2007 to 2012.

[12] Spanish acronym for Integral Human Development Field School

[13] *Programa de Acciones Integradas de Seguridad Alimentaria y Nutricional del Occidente*

(ET) designed the joint undertaking of PAISANO and SEGAMIL MTEs to allow cross-fertilization of lessons and best practices across projects.

The MTE also reviewed the implementation processes outlined in the Detailed Implementation Plan (DIP). It assessed whether the program logic reflected in the results framework is likely to result in achieving targets defined in the Indicator Performance Tracking Table (IPTT). The MTE offered prioritized recommendations to improve project effectiveness; the MTE expected these to aid in adjusting strategies to maximize project impact on participants.

The MTE's specific objectives were to:

1. Assess the strengths and challenges of project implementation and outputs in terms of meeting terms agreed with FFP, and their acceptability and usefulness to the targeted communities; and identify factors that appear to enhance or detract from the efficiency, quality, acceptability and usefulness of the activities' implementation and outputs.

2. Present, through qualitative methods and available routine monitoring data, evidence of changes (intended and unintended) associated with project activities and outputs; assess how well the observed changes support the logic of the results frameworks; and identify factors in the implementation or context that impede or promote the achievement of target results.

3. Review SEGAMIL and PAISANO's plans to adjust programming per the recommendations from the USAID team based on the Assessment of the Western Highlands Integrate Program (WHIP) in Guatemala.[14] Review the recommendations in line with the findings from the ET and suggest adjustments if necessary. Assess the progress in coordination and collaboration with other actors within WHIP, Department Development Committees, *Secretaría de Seguridad Alimentaria y Nutricional* (SESAN), Zero Hunger Pact, NutriSalud and Rural Value Chain Program.

4. Review logic of both projects' results frameworks to assess the hypotheses, risks, assumptions and progress made by using the project service and delivery mechanisms, and recommend changes to help achieve the goal.

5. Review the processes for capturing and documenting lessons learned, including feedback from the perspective of stakeholders and beneficiaries. Assess the systems in place to adjust project strategies to incorporate learning. Determine how well partners designed outcomes, systems and services to be sustainable, and the progress towards implementing sustainability strategies.

[14] "Key Takeaways and Recommendations from the Assessment of the Western Highlands Integration Program (WHIP) in Guatemala. January 11-17, 2015"

6. Determine how well the projects considered gender equality with regard to access to, participation in and benefitting from the activities, and how the choices and focus of activities are gender-sensitive.

Based on these objectives, the ET developed key evaluation questions, enumerated in the evaluation protocol (Annex A).

Evaluation team

FFP, SC and CRS joint implemented the MTEs of PAISANO and SEGAMIL. A 14-member multi-disciplinary ET of USAID technical specialists and specialists from SC, Project Concern International (PCI) and CRS (with an equal mix of men and women) reviewed both projects. The team's combined expertise encompassed program evaluation, qualitative analysis, community mobilization, agriculture, livelihoods, food security, maternal and child health, nutrition, rural value chains, monitoring and evaluation, social and behavioral change communications, and resilience. The Senior Monitoring & Evaluation (M&E) Advisor of FFP served as team leader for both MTEs.

Six translators accompanied the ET to provide simultaneous Spanish-English translation. SC and CRS identified local translators to translate from Spanish to Mam, Quiche and other indigenous languages. The ET had a one-day meeting with the local translators to jointly review and familiarize them with the key questions and tools and to explain the objectives of the questions.

Methodology and evaluation process

Process Overview. The evaluation consisted of a preparation stage, fieldwork stage and reporting stage. Preparations began in May 2015 and included reviewing the draft statement of work, document review, protocol and tools development, site selection and logistics planning. The evaluation mission took place in July and August 2015. The ET spent 36 days in country, with a short break midway through fieldwork (mission dates July 5-18 and July 26–August 8, 2016). The mission included introductory meetings with USAID and awardees, two ground-truthing workshops, and debriefing presentations on evaluation findings. The ET returned to Guatemala in November 2015 for a three-day workshop involving staff from PAISANO, SEGAMIL and implementing partners; USAID mission staff; and some staff from SC and CRS headquarters. The workshop aimed to review recommendations, make adjustments as appropriate, and initiate action plans to implement the recommendations.

Methodology. The evaluation methodology for both PAISANO and SEGAMIL is guided by a detailed evaluation protocol in Annex A.[15] The MTE used a primarily qualitative approach.

The evaluation began with desk review of project documentation such as the project proposal, baseline survey report, annual reports, M&E plan, monitoring reports and data, IPTT, Performance

[15] The Evaluation Protocol contains all interview guides and further details about the evaluation process.

Monitoring Plan, food distribution reports, and Feed the Future formative research and barrier analyses. The team also reviewed Government of Guatemala (GoG) poverty reduction and food security initiatives strategies, and the national nutrition plan.

During the mission, the team applied primary data collection methods including semi-structured in-depth-interviews and focus group discussions with program managers, technical staff, service providers (frontline staff and volunteers) and project participants, as well as some non-participants. Inquiry focused on perceived program effectiveness, constraints inhibiting effectiveness, and suggested means of overcoming these constraints. Key informants included staff of Feed the Future; other USG offices in Guatemala; the awardee and implementing partners at country office and field levels; WHIP; project participants, indirect beneficiaries, non-beneficiary community members, and community leaders; and GoG representatives at national and local levels. The ET conducted 149 key informant interviews (inclusive of both projects); see Annex B for a list of people interviewed.

Fieldwork also included direct observation of project activities such as nutrition school sessions (SC), ECADI sessions (CRS), growth monitoring and promotion, knowledge and technology transfer sessions, demonstration plots, pass-on model demonstrations and other household and community-based activities.

Sample. The MTE selected a purposive sample of interview sites, representing variation in agro-ecological zones, livelihood strategies, proximity to major infrastructure (markets, roads, towns), access to resources and services, quality of service delivery, and coverage/intensity of project services. Other considerations for sample selection included physical accessibility and the team's ability to visit all sites in the time available for the evaluation. The ET visited 16 communities in nine of the 13 municipalities where SC implements PAISANO. It visited 10 communities in six of the 12 municipalities where CRS implements SEGAMIL. Annex C lists communities visited.

Analysis. The ET recorded field notes daily and convened daily to discuss and process emerging findings. The team thus began preliminary analysis in country during and after fieldwork, vetted initial findings through the ground-truthing workshops, and continued its analysis post-mission using qualitative analytical methods.

Limitations and challenges

Lack of consistent participation of all team members was one of the limitations of the evaluation. Since all of the ET members have full-time jobs and other responsibilities, a number of team members participated in different segments of the evaluation. This posed challenges to the interpretation of the observations because of varied experience. To mitigate this challenge, whenever possible the team members overlapped in the field or had meetings to share their observations and interpretations. In addition, the team leader accompanied the new members in the field to ensure consistency in observation and interpretation.

Considering the time, the ET could not interview an adequate number of non-project participants. The travel policy of USAID, SC, CRS and PCI defined the time that the team could spend in the communities. Some of the communities selected were remote and it took significant travel time to reach them. This limited interview time in the communities. Since the team tried to interview a large number of direct participants, limited time was available to interview non-participants.

Getting technical specialists from CRS, SC, PCI and FFP to participate in the evaluation who could commit two months of his/her time was a challenge. This was not the original evaluation plan; hence it was not easy to obtain all required technical specialists. Therefore, the ET lacked a number of technical specialists, including gender.

Given the timing and the allotted time for fieldwork, and given the availability of ET members with requisite expertise, the ET did not review all interventions promoted by the project(s). The ET prioritized active interventions where the projects made the greatest resource investments, and interventions considered as making a relatively high contribution toward achieving strategic objectives. The ET recognizes that the resulting trade-off was inadequate attention to a number of interventions, including natural resource management. This report includes some observations on these interventions but they are not a major focus of the analysis.

Although individual members drafted their own sections, assembling the draft reports has been a challenge; this took longer than anticipated. To address this issue, FFP requested TOPS to help put together the reports.

III. Findings

Strategic Objective 1

Introduction

SEGAMIL seeks to complement provision of food rations and training in improved household feeding practices with activities aimed at improving household agricultural productivity and dietary diversity. In addition to promoting improved agricultural and natural resource management practices, SO1 activities include promotion of women's engagement in economic activities and support for improved access to agricultural markets (Figure 1).

Figure 1: SEGAMIL SO1 with Intermediate Results

SO1: Food access of farmer households improved

- IR 1.1: Household agricultural production diversified and increased
- IR 1.2: Sustainable natural resource management improved
- IR 1.3: Diversification of income sources among men and women increased
- IR 1.4 Linkages between farmers groups and market processes increased

As described in the project proposal, and witnessed by the ET, SO1 activities in SEGAMIL target areas face a range of contextual challenges. First and perhaps foremost is that most participating households have limited land holdings. With a reported average land size of 0.5 to 2 hectares,[16] most households participating in SEGAMIL have great difficulty achieving sufficient agriculture production to meet household food needs throughout the entire year. Compounding challenges such as climate change (reduced precipitation and/or late onset of rains), erosion and poor land management practices also limit the agricultural productivity of many smallholder farmers. Finally, traditional cultivation practices (particularly of maize and beans) and frequent labor migration – often for extended periods – tend to limit the adoption of improved agricultural practices among men in participating households.

In response to these challenges, CRS has worked with its partners to design and implement SEGAMIL in an effort to boost household agricultural and economic productivity as a means of achieving greater food and nutrition security. In general, activities carried out under SO1 of SEGAMIL fall into one of three categories, each of which the report describes briefly below.

Description of activities

Strengthened crop and livestock production practices for household consumption

CRS aims to improve crop and livestock production techniques by providing inputs (e.g., seeds, animals and enclosure materials) and technical training to participating farmers. Training to individual household participants is typically provided by *líderes agropecuarios* (agricultural leaders) who are trained by agricultural technicians (*técnicos*) employed by the projects. SEGAMIL provides training to program participants in accordance with specific technical instruction modules covering topics such as soil and water management, home gardens, livestock management and improved post-harvest storage.

Establishment of community-based savings and lending groups

In a limited number of communities, CRS has promoted the establishment of informal savings and lending groups among participants as a means of sustainably financing household productive activities and contributing to women's economic and social empowerment. In addition to providing a mechanism for participating households to accumulate savings on a monthly basis, CRS expects these groups will enable the profitable engagement of members in productive activities, help link successful entrepreneurs with formal microfinance institutions, and promote more equitable decision-making among men and women at the household level.

[16] Bellmon Analysis (2011).

Enhanced income generation through marketing and agro-enterprise skills and inclusion in value chains

SEGAMIL selects existing farmer groups or associations, some of whose members are included in SO2, for agro-enterprise training based on the members' access to productive assets (land, water and markets) and previous marketing experience. SEGAMIL provides training to members on good agricultural practices, brokerage of links with markets and the construction of warehouses where the members' products can be stored after harvest and bulked for sale. CRS is preparing a training curriculum for strengthening the marketing capacities of existing and new associations.

Strengths and weaknesses in SO1 activities

Crop and livestock production

Homestead gardens

SEGAMIL has made notable progress toward improving diversification of agricultural production among participating households. One of the key outputs under IR 1.1, cultivation and consumption of native plants and non-native vegetables in home gardens, appears widespread among SEGAMIL participants. The project is providing seeds and technical assistance through the ECADI system. Interviews with several participants and team member observation of home gardens have revealed that throughout the SEGAMIL target area, vegetable gardens are well cared for and households maintaining them are consuming their own produce. In the vast majority of households visited, women have taken pride in showing ET members gardens where they are cultivating nutritious plants, including beets, carrots, chard, radishes, spinach and amaranth.

Women consistently report the household gardens have directly contributed to household dietary diversity and observable changes in child nutrition. Many also claim the added household production from gardens has enabled them to avoid spending money to purchase vegetables and reallocate the savings to other household expenses including clothes, education and health care.

The ET found that home gardens are well integrated with SO2, in that they provide a tangible means for participants to practice improved nutrition behaviors. Specifically, the relatively small vegetable gardens within the homestead do not substantially increase the work burden of participating women, and they enable them to use their own produce in adopting improved household feeding practices such as those promoted through SO2 cooking demonstrations. While the majority of participants interviewed reported they used production from home gardens exclusively for household consumption, some stated they also sell vegetables in local markets if they generate a surplus.

Household garden

A number of respondents claimed to have received training in fruit tree cultivation from SEGAMIL SO1 field staff. Those who had received training were appreciative, indicating their belief that fruit tree cultivation will contribute to household nutrition and, if there is surplus harvest, to supplemental income generation. Added benefits to fruit tree cultivation include the low labor requirement for planting and maintenance, and limited land and water requirements. Noteworthy limitations of this activity are that it will take a minimum of three years for trees to bear fruit consistently, and that even mature fruit trees will only meet a small portion of household nutrition requirements.

Several SEGAMIL participants have also begun cultivation of oyster mushrooms in their households with project support. While not included in the initial program design, many have readily adopted this activity because it requires minimal household labor and minimal access to water and land. Utilizing corncobs as the host for mushroom cultivation, the activity is an excellent means of utilizing a waste product for a nutritionally beneficial productive activity. Project staff estimates that 2,000 households have adopted oyster mushroom production. Assuming that a sustainable supply of spawn can be made affordable and available to program participants, it is possible that this intervention will prove a sustainable means of supporting food and nutrition security at the household level.

In a limited number of cases, participant households interested in establishing household gardens have been unable to do so. In several cases, the primary reasons given were the limited precipitation and lack of access to water for irrigation. In other cases, the project told households they are not eligible to receive seeds because the land at their homestead is too steep and/or the land they would use to establish a garden plot is too far away from the homestead.

As with the other SOs, the sustainability of SO1 activities is uncertain. For example, while home gardens have been a notable success, some stakeholders and participants question their sustainability because the project has provided the improved vegetable seeds used in the gardens thus far, and the seeds are less accessible in local markets.

Livestock production

SEGAMIL is promoting improved livestock production practices. Many participants interviewed demonstrate a clear understanding of the advantages of keeping livestock, chickens and pigs in pens for the purposes of livestock production. The primary reasons given are that enclosing their livestock helps owners to manage better what animals consume, and keeps them from wandering off or being attacked by other animals. Those who have adopted the practice also report a basic understanding of the health benefits of animal enclosure, primarily by keeping animal feces separate from young children and food preparation areas. Several participants with animals also noted the benefits of applying goat and chicken manure to agricultural crops, though it was not clear to the ET whether this understanding is attributable to SEGAMIL activities.

SEGAMIL provides wire fencing, nails and corrugated roofing for animal enclosures to those deemed eligible for livestock support under SO1. As with other interventions (e.g., water catchment and filters under SO2), the ET is concerned that this type of support is not targeted to those in participating communities who are most vulnerable to food insecurity. For instance, those currently without animals or the sufficient assets to maintain them (land, fodder, etc.) are not eligible for support for livestock production or other means of livelihood diversification.

Some SEGAMIL participants who rear goats have realized substantial benefits beyond the anticipated nutritive value of the milk produced. They specifically mention the improved agricultural production in home gardens and bean plantations resulting from applying goat manure and goat urine. While SEGAMIL had originally envisioned goat manure as a key element of organic composting activities, the project proposal made no mention of collection and application of goat urine. Farmers who are engaging in this practice attest to its effectiveness for both pest prevention and plant fertilization.

Household-level linkages with Feed the Future

SEGAMIL is effectively coordinating with the Feed-the-Future (FTF)-funded *Masfrijol* in the dissemination of improved bean seeds to participating households. In several communities visited, the ET observed the distribution and cultivation of improved beans provided through USAID's FTF initiative. Participants note the improved varieties have higher germination rates, mature more quickly and produce a higher yield than traditional bean varieties. As a result, recipient households report they dedicate larger areas of land to, and realize greater yield from, the improved bean varieties. This has reportedly resulted in both economic and nutritional benefits, as families have greater access to a high-protein, high-value staple food that many SEGAMIL beneficiaries typically purchase in local markets at relatively high prices.

Savings and lending

SEGAMIL has established community-based savings and lending associations in target communities only in San Marcos Department. Given the narrow scope of savings and lending activities and the MTE's focus on other aspects of SO1, the ET did not select the qualitative sample of communities specifically to assess the effectiveness of savings groups. The ET visited Aldea Chanchcicupe and Aldea Piedra de Fuego, which have savings and lending groups.

The project intends savings and lending groups to serve as vehicles and catalysts for women's social and economic empowerment. Interviews with current members suggest that thus far, impact in both of these areas is limited. Women are still predominantly dependent on their husbands to give them small amounts of money to contribute to monthly savings. Discussions with participating women do not suggest that participation in savings and lending groups has had a demonstrable influence on their social empowerment in terms of increased roles in household decision-making or participation in community-level activities.

In the groups interviewed, the standard monthly contribution to the savings and lending groups ranges from 5-10Q (USD 0.65 to USD 1.30). Few group members interviewed report taking a loan from the group for productive investments; most report using their savings for food, school expenses and/or clothing. While this is certainly a valid use of savings and an effective coping strategy, the poorest households may need more time to make a positive contribution to the economic empowerment of members in the form of productive investments.

At the same time, participants have expressed their interest and satisfaction with the savings and lending groups. They claim they previously had no access to savings, and that loans were informal and only accessible at relatively high interest rates. Participants see the potential of investment opportunities and of having access to savings to pay for school fees and other expenses when they have limited access to cash income. In particular, increasing women participants' opportunities to access savings and loans can further enhance SEGAMIL's contribution to increase gender equity in household decision-making; in addition, promoting the use of loans for productive investments could help transform livelihood opportunities for vulnerable women and households. The system set-up seems to be working and members are saving on a regular basis. Participants have stated their expectation the groups would prove sustainable beyond the life of the project.

Market, agro-enterprise and value chain development

Prerequisite conditions for a successful value chain include road infrastructure, access to markets, access to inputs, capacity for collective marketing, timely access to market price information, and consistent regulation of production and sales negotiation. Without these conditions, prospective entrants to rural agricultural value chains tend to suffer from low (or poor quality) production, poor organization for marketing, and a lack of clear basis for negotiation. Key informants from Asociación Nacional del Café Guatemala (ANACAFE) and Asociación Guatemalteca de Exportadores (AGEXPORT) added that in the Western Highlands, farmer-level organization with

policy support from community and municipal-level authorities is critical for successfully entering and profiting from agricultural value chains. Relevant to this point, SEGAMIL is to be congratulated for commissioning the study, "Characterization of Agroenterprise Initiatives – Experiences based on the production and marketing of potato, honey, French bean and snow pea."17 The study documents the processes employed to identify and support farmers in their links to formal markets, and makes a critical analysis of the strengths and weaknesses of these processes. To overcome the obstacles to value chain participation identified by the project, SEGAMIL needs to dedicate product-specific technical assistance in group business organization, production and post-production, and marketing, and make farmers aware of the risks associated with commercial agriculture and the ways of mitigating these risks. The project will need to weigh the cost benefit of these additional investments, which might be at the expense of other SO1 activities.

Due to the co-location of FFP-funded Development Food Assistance Projects (DFAPs) and Bureau of Food Security (BFS)-funded market development initiatives, there is considerable stakeholder interest in improving coordination and complementarity among USAID-funded activities in Guatemala's western highlands. A primary focus of these discussions has been collaboration between SEGAMIL and PAISANO, funded by FFP, and the BFS-financed Rural Value Chains projects, managed by Anacafé and AGEXPORT, to complement and strengthen the work of SEGAMIL and PAISANO in promoting agricultural value chains.

To this end, SEGAMIL has signed a cooperation agreement with Anacafé in July 2015. In the areas where SEGAMIL is working,[18] Anacafé will provide technical training for SEGAMIL technicians and promoters. SEGAMIL will replicate training with the coffee producer associations in their target communities. Together, SEGAMIL and Anacafé will prepare teaching materials adapted and appropriate for smallholder coffee farmers. Also included in the cooperation agreement is the training of Anacafé staff in the use of Purdue University's digital soil mapping software and the savings and lending group approach (SILC) that builds farmer organizational and financial management skills. Conversations are ongoing between AGEXPORT, ADIPO and the organizations supported by ADIPO that are producing snow pea and French beans, about their inclusion in the Rural Value Chains program.

The SEGAMIL proposal describes plans to support participant engagement in value chains. However, representatives from AGEXPORT and ANACAFE report that SEGAMIL beneficiaries represent a particularly vulnerable and asset-poor segment of the population that is incapable of profitable participation in commercial agriculture. They add that the level of organization needed to develop a group of farmers to participate in a value chain could be a major challenge given the agro-ecological and socio-economic conditions of the participants. The ET has directly observed the agro-ecological and socio-economic conditions in target communities, and generally has agreed with

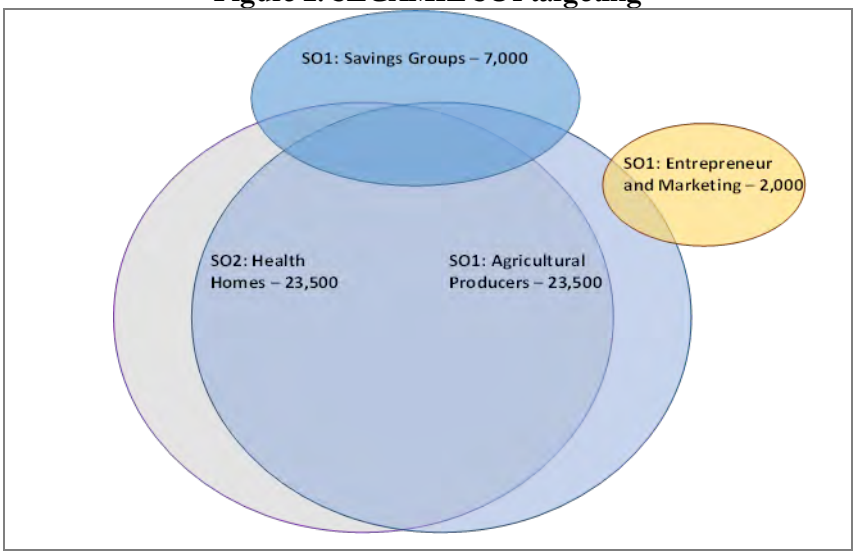
[17] Columba Sagastume. 2015. *Caracterización de iniciativas agro-empresariales. Experiencias basadas en la producción y comercialización de Papa, Miel, Ejote y Arveja china.* Draft under review.
[18] There are cooperation agreements for both SEGAMIL and PAISANO; activities described here take place in both projects in parallel.

the conclusion that most beneficiaries are not yet viable participants in agricultural export markets. However, some segments of SEGAMIL's target population do have access to assets that allow them to engage in value chains and are doing so. In addition, SEGAMIL can and should make effective efforts to promote sustainable, profitable, small-scale involvement of project participants in agricultural and off-farm enterprises that supply local or regional markets. Furthermore, given the enthusiasm demonstrated by some members of the SILCs, SEGAMIL should take full advantage of this mechanism as an entry point to the promotion of group or individual income-generating enterprises.

SO1 Targeting

SEGAMIL conducted geographic targeting at the department and municipal levels based on available data on the severity of poverty and prevalence of chronic malnutrition (stunting) of children; priority lists for various USAID-funded development initiatives (FFP, FTF, Global Health Initaitive); the number of children under 2 years of age and pregnant and lactating women (PLW); and previous programming experience in specific areas. Both implementing agencies then worked with other key actors – SESAN, MSPAS[19] and local civil society organizations – to select the neediest and most underserved communities within selected *municipios*. As part of their overall commitment to address chronic malnutrition among women and children, awardees then developed feasible estimates of the number of targeted beneficiaries (mother-child pairs) as a percentage of the total number of PLW and under-2 children in the selected communities (for further detail on household targeting, see discussion under SO2).

Figure 2: SEGAMIL SO1 targeting



It is critical to note that SEGAMIL based targeting of SO1 activities on the assumption that participant households targeted under SO2 warrant inclusion in sustainable agriculture and natural resource management training and activities under SO1. The SO1 targeting strategy reflects an understanding that households vulnerable to malnutrition among PLW and children under 2 are at risk partly due

[19] *Secretaría de Seguridad Alimentaria y Nutricional* (SESAN) and *Ministerio de Salud Pública y Asistencia Social (*MSPAS)

to inadequate food production. It also reflects a deliberate effort on the part of SEGAMIL to integrate agriculture and nutrition activities.

While this shared strategy for targeting SO1 activities is defensible in theory, the MTE has found that in practice it creates challenges for promoting improved agricultural practices in target communities. First, since SEGAMIL centers SO1 targeting on those receiving rations under SO2, the primary participants of SO1 agricultural activities are, by default, PLW. However, women in rural Guatemala often do not have the primary responsibility for production decisions around maize and beans: they often do not have the time to adopt promoted agricultural practices; moreover, they are not the ones who make such decisions at the household level – the men do. (Women's influence in agricultural activities tends to be more associated with livestock, horticulture and processing commodities, such as wool). Yet while men in participating households are heavily engaged in agricultural production, they rarely participate in the project's agricultural trainings because they do not receive a ration or other incentive for doing so, and rarely spend time away from more productive activities. In addition, SEGAMIL is widely perceived as a project "for women," which hinders perceptions of its relevance to household and community members by both sexes.

Second, the ET met with many food insecure households in target communities – including those with children – that would be interested in participating in SEGAMIL's agricultural training (though it is possible that the primary interest is to receive the ration, given that existing members typically stop participating when they become ineligible to receive the ration). Since those households did not have a pregnant woman or a child under two, they were not eligible to receive assistance under the core, non-value chain, SO1 activities. Interviews with non-participants in target communities revealed there is minimal transfer of knowledge regarding improved agricultural practices by project participants; the project has not had any strategies to promote knowledge transfer to non-project participants, which would indicate positive signs of sustainability. Given the number of topics covered in SO1 training, the infrequency of visits of agriculture promoters (discussed below), and seasonality, the limited window of time to introduce and review training topics has been likely insufficient to ensure sustainable adoption of improved agricultural practices.

A related question regarding targeting is that the SEGAMIL proposal does not provide a basis for its estimate that over the life of the project, the project will categorize 2,000 households as market-ready and will therefore target these households to participate in agro-enterprise initiatives under SO1. In addition, the proposal explains the SILC methodology will be presented to all 23,500 participant families, acknowledging that due to self-selection of groups, they will not strictly align with SO2 participant rosters.

SO1 Conclusions[20]

Selection criteria for participation in SO1 in many cases excludes those most vulnerable to food insecurity

The MTE observed the distribution of materials aimed to contribute to behavior change under SO1. While it is a reasonable strategy to give materials to those who can make the most immediate and productive use of them for training purposes, those receiving them were relatively well-off and therefore not the people most in need of material assistance. In addition, it was reported that poor, food insecure households in target communities were excluded from SO1 support because they did not have children under 2 years of age, or, in the case of vegetable gardens and goat rearing, did not have sufficient land to participate. Although having access to land was not a criterion to be eligible to receive a goat from SEGAMIL, staff, promoters and project participants reported that poor people often did not request a goat because they do not have the means to feed it: the household needs to have the ability to collect fodder. Moreover, SEGAMIL required that the goat recipients build a pen, yet the poorest households could not afford to build one. In sum, the current selection criteria resulted in excluding some of the most vulnerable households, which are in fact the intended beneficiaries of the project.

Insufficient attention to knowledge transfer to indirect beneficiaries

In communities visited, the ET made an effort to interview non-participant households in addition to participant households. In the majority of cases, the primary reason given for not participating in SEGAMIL was that the household did not have any pregnant women or children under 2. In others, female heads of household claimed while they were interested in learning about improved nutrition and agricultural production, they did not have time to attend training sessions. Among non-participant households, respondents consistently claimed they had little knowledge of the improved practices promoted by SEGAMIL and had not had any direct interaction with project participants, promoters or staff in order to learn from them.

These findings indicate the project needs to strengthen strategies for ensuring the people targeted for training do not face constraints to their participation, and/or that these constraints can be mitigated. They also suggest the project needs to find means to facilitate the transfer of training knowledge beyond training participants to others in the household and community for whom the training would be useful and necessary to make a population-level food security impact.

[20] The ET acknowledges that SO1 encompasses a natural resource management (NRM) component under IR1.2. While one team member observed NRM practices at plot level, NRM was not a main focus of this evaluation; SO1 conclusions derive from the primary focus of the fieldwork: ECADI technology and knowledge transfer processes around agriculture. The ET's main observations on NRM are that the project does emphasize sustainable agriculture, including soil management using organic matter, which is indeed part of NRM.

Overly rigid, top-down approach to capacity building

The ET's interviews and observations highlight that consistent, quality engagement of field staff is a key determinant of the impact of SO1 activities. Presently it appears SEGAMIL provides a topically structured training curriculum to all field staff in all targeted communities; by virtue of the curriculum structure and/or the guidance on how to deploy the training topics, there is little flexibility to adapt the training topics or sequence to community need and demand. The lack of a demand-driven approach hampers participants' interest and take-up, as the topics given are not necessarily the ones they find most relevant. Furthermore, CRS reportedly notifies field staff of periodic training topics only shortly before they are required to deliver training to project participants. This top-down approach and the short notice of topics do not encourage field staff to respond directly to the needs of the beneficiaries or to use their own creativity to tailor trainings to the specific agro-ecological contexts in which the beneficiaries live.

It should be noted some of the interviewed SEGAMIL agricultural leaders and promoters appear to be highly skilled and motivated. Field observations and interviews suggest some of the higher-performing agricultural leaders and promoters tailor their trainings to the needs of the community rather than strictly follow the training schedules as presented by the overall project sector coordinators. This flexibility could allow the trainings to respond to participant-identified needs and wishes in a way that a top-down-managed process could not. An opportunity exists to use some of the highly capable staff to train other staff who may not be as strong, such as through stand-alone capacity building sessions or by encouraging those in need of skills strengthening to observe the higher-quality trainings.

While the ET visited only a small subset of the 373 communities served by SEGAMIL, based on the visits made, a related constraint to the impact of SO1 capacity building activities was identified: field staff are apparently overburdened. They are overburdened both in terms of time that can be allocated to project work, and time to attend adequately to all the households they are responsible for training and visiting. Among other causes, this has sometimes led to spotty uptake of project-disseminated interventions, and beneficiaries' poor recall of what they have learned. The top-down training style appears to compound this, by not taking advantage of optimal adult learning methodologies. To that point, in some cases the promoter or agricultural leader, sometimes in concert, appear to simply tell the attendees what to do and then do most of the work themselves, missing the opportunity to help the trainees learn by doing.

Integration of SO1 activities with SO2 activities

Although SEGAMIL describes its intent to promote integration of activities in the project proposal, it integrated some activities better than others. For example, in the vast majority of cases, community-level respondents viewed SEGAMIL primarily as a project aimed at helping women and children through the provision of food rations. SO2 has been promoting poultry raising in confined places, while the hygiene and health benefits of the intervention are missing from the messaging. For

other activities, such as home gardens, the integration was better. In general, the current approach to targeting SO1 and SO2 activities has presented multiple challenges to effective integration and sustainability at the project level.

SO1 intervention strategies are insufficiently tailored to diverse community contexts

SEGAMIL disperses activities across 373 communities and villages in eight municipalities. The respective agro-ecological, socio-economic, market access and institutional contexts in these areas vary considerably. In SO1, the base intervention strategies of SEGAMIL partially take into account these variations to tailor interventions to the specific needs of the communities (e.g., by adjusting the ECADI curricula). SEGAMIL needs to extend and depend this tailoring when it comes to identifying agricultural and non-agricultural income-generating opportunities for the target communities. These opportunities will differ according to the natural, social, human, productive and financial asset base of a particular community, its trade relations with surrounding communities, and access to markets within and beyond the community.

- **The current design and implementation of SEGAMIL value chain activities are effective for enhancing the economic productivity of small- to medium-scale agricultural producers who are relatively food secure; they are less effective for the highly vulnerable because this population is excluded from value chain activities.**

The work on agro-enterprise and value chains in SEGAMIL is directly impacting a relatively small proportion of the total targeted population (2,000 [nine percent] out of the 23,500 household end-of-program target). Those farmers involved in the value chains are among the better-endowed households within their respective communities, and enjoy access to national and export agricultural markets most SEGAMIL participants lack. The project needs to consider how it can adjust its targeting strategy to support more effectively families who face barriers to entry to agricultural value chains, to optimize their income streams through alternative livelihood activities, e.g., unskilled or semi-skilled labor, provision of services locally to agricultural or non-agricultural activities, etc.

Effective use of market, enterprise and value chain development for improved food and livelihood security

The SEGAMIL proposal infers that support for farmer engagement in income-generating activities will enable improvements in food and livelihood security among participating households. While the hypothesized link between increased income through market engagement and household food security is plausible, the ET is unable to confirm if this is borne out in practice, through its interaction with households visited.

It is evident the majority of SEGAMIL households are not viable candidates for linking to commercial national or export markets. They do not have the necessary prerequisite conditions (discussed under *Market, agro-enterprise and value chain development*) to participate in a value chain and do not meet the current main selection criterion for participation in value chain activities. However, the

market studies undertaken do identify opportunities in local and regional markets where purchase requirements in terms of volume, quality and presentation are not as stringent. These, and other non-agricultural income-generating opportunities that SEGAMIL has not explored systematically, could provide options for those households that do not have assets to engage in national and export value chains.

At the community level there needs to be a more consistent and participatory process of identifying, assessing and developing market-oriented income-generating enterprises that will be most appropriate, inclusive and sustainable for the communities in question. The project should endeavor to measure whether increased income generated through these enterprises does indeed improve food and livelihood security.

Sustainability and exit/graduation strategy

Several respondents from non-participating households claim to have little or no knowledge about the agricultural practices promoted under SEGAMIL. This strongly suggested field staff has not effectively encouraged participation in agricultural training activities among those who are not registered project participants. (e.g., men, or women who do not have children under 2). Likewise, SEGAMIL apparently has not encouraged participants who have received agriculture and/or livestock training under SO1 to share what they have learned with their non-participant neighbors. Without a deliberate strategy for involving food insecure households who fall outside of the 1,000 days targeting criteria, in particular men in both participant and non-participant households, it is unlikely that a sizeable number of households in the community will adopt SO1 activities. This would result in limited demand for critical services and inputs and may not encourage private-sector investments to meet the demand. This is a major constraint to achieving sustainable impact beyond the targeted population.

Strategic Objective 2

Introduction

SO2 aims to reduce chronic malnutrition among vulnerable population, defined as households with pregnant women and households with children under two. The SO2 strategy is based on the assumptions that households and communities are willing to practice learned behaviors, and that quality health services are available at each point of care for maternal and child health.

Figure 3: SEGAMIL Strategic Objective 2 with Intermediate Results

SO2: Chronic malnutrition among vulnerable rural populations in targeted micro-watersheds reduced

- IR 2.1: Household health practices improved
- IR 2.2: Household nutrition and care practices improved
- IR 2.3: Use of health services increased

The SO2 approach comprises the following specific strategies:

- Working with trained community promoters and mother monitors to deliver monthly growth monitoring and social and behavior change communication (SBCC) messages;
- Collaborating with other community volunteers to provide food rations, water, sanitation and hygiene (WASH) supplies, seeds and small animals to families with pregnant women and mothers with children under 2; and
- Coordinating with local health facilities for referrals and training health staff in health, hygiene, nutrition, IMCI/C-IMCI themes and ensuring the availability of micronutrient supplementation, deworming and immunizations.

With this approach, if the assumptions are met, SEGAMIL expects that pregnant women and children under two in the coverage areas will have access to diversified diets; practice target health, nutrition and hygiene behaviors; and use quality maternal and child health (MCH) services.

Description of activities

Under IR 2.1, SEGAMIL promoters developed 2,299 birth plans with expecting mothers to establish logistics for giving birth, e.g., transportation to a hospital, contacting their traditional birth attendants, information on the birth process and others. SEGAMIL promoters used the ECADI curriculum, which includes basic health, nutrition and "healthy household," to train 423 community volunteer health promoters. These promoters shared messages about the nutritional content of food rations and food utilization to 10,516 families, and trained 5,976 families in San Marcos and Totonicapan in food preparation through demonstrations using locally grown produce. SEGAMIL

also conducted a study to develop a youth curriculum on sexual and reproductive health training, which trained 328 youths.

Under IR 2.2, the SEGAMIL team conducted monthly growth monitoring and acute malnutrition screenings in the communities, using a Salter scale and mid-upper-arm circumference (MUAC) tape. The project met and coordinated with MSPAS health services to ensure that participating children under 2 and mothers receive both preventive care (micronutrient supplementation and vaccines) and recuperative care if referred to health services with acute malnutrition. Of the children assessed and classified as malnourished, the team identified 49 pregnant women and 312 children under 2 with acute malnutrition and referred them to MSPAS health centers. Monitor mothers have conducted home visits to deliver personalized nutrition, healthy household messages and care. Each household has received at least three visits from a monitor mother throughout the year to record data on child weight, illness and malnutrition signs. If the child is malnourished, the monitor mother has visited monthly.

In July 2014, SEGAMIL organized distribution sites, held trainings for CRS, partners' logistics teams and ECADI management councils on U.S. regulations for proper food management, and started food distribution. SEGAMIL scheduled the distribution sessions as either one monthly ration or two bimonthly rations. Rations have included a biological ration for the mother-child unit and a household protective ration; SEGAMIL has distributed 143,003 rations to date.

Under IR 2.3, in coordination with MSPAS, SEGAMIL trained 1,182 traditional birth attendants and community health workers to detect and refer cases of acute malnutrition, follow up with children who had been referred and who had recuperated, and promote antenatal care. To increase the visibility of health services in the communities with regard to the health of pregnant women and children, SEGAMIL coordinated with different campaigns (National Vaccination Week, World Water Day, and National Lactation Awareness Day).

Participant Profile 1

Participant 1 entered SEGAMIL when she was six months pregnant. After having some pain in her stomach, the promoter invited her into the program. She regularly attended her pre-natal sessions at the health center and received fortified flour during these visits. Her husband worked in Guatemala City and this was her first child. She lived in a cluster of houses with her mother-in-law, several sisters-in-law, and the promoter. She had attended her first session on the day the ET visited, and had received one two-month ration of beans, rice, oil and corn soya blend plus (CSB+). She stored this with other food in the family kitchen. One of her sisters-in-law lived in a connected house and was also part of the program; she was enrolled when her child was five months old.

Since the second semester of 2014, SEGAMIL has seen an increase in underweight children due to harsh weather patterns, food scarcity and the suspension of the health extension program. In light of this context, monitor mothers increased home visits. By the end of 2014, they had conducted 5,018 home visits. Migration of project participants and the suspension of the GoG rural health extension program were the main barriers to achieve SEGAMIL planned activities. SEGAMIL has continued

to work with the Mission on a contingency plan for the closing of the rural health extension program (PEC).

Technical Components

IR 2.1 Household health practices improved

Implementation of monthly growth monitoring and health promotion for SEGAMIL participant children under two years old and pregnant women

SEGAMIL conducts monthly weight monitoring sessions for children-under-two beneficiaries. The monitor mother weighs the children using a Salter scale provided by the program while the promoter records weight into the SEGAMIL register. SEGAMIL trains the promoter to review the previous month's weight and ask the mother if the child has had fever or diarrhea in the past month, particularly if the promoter notices that the child's weight had not been increasing month to month.

The ET observed several weight monitoring sessions and found varying levels of quality. Most mother monitors correctly noted the measurement and all promoters documented the weight into the SEGAMIL register. However not all promoters compared weight measurement to previous months, and there was limited to no counseling if a child was ill. All promoters interviewed reported that if a child's weight was faltering they would measure the MUAC and refer the mother to health services; however, the ET observed children who had not gained weight and children who had lost weight whose MUAC measurement had not been taken.

SEGAMIL staff and beneficiaries all reported that weight monitoring is a requirement to receive 1,000-day rations. During one ECADI session well attended by pregnant women and children, the ET looked through the promoter resources and noticed the register for the weight monitoring had only a few names listed, while the previous month had many names listed. It is not clear if this was due to rations being distributed every two months, or if the conditionality of receiving rations based on participation at the ECADI and weight monitoring is not being respected.

While weight-for-age measurement indicates underweight, it does not give an indication of stunting. SEGAMIL uses a 1,000-Day approach to address chronic malnutrition that results in stunting; however, during growth monitoring and promotion, little brings attention to length or height or head circumference. A mother may have a child whose weight is in a normal range as shown by the scale, and thus it may be difficult for them to understand the child is suffering from chronic malnutrition, which is quite common in the western highlands. While measuring length- or height-for-age requires a certain level of skill, the act of measuring children's length and head circumference as well as evaluating developmental milestones provide an opportunity for mothers to see different ways of measuring growth.

Training and follow-up for traditional birth attendants and health promoters about integral health attention during pregnancy, breastfeeding and for children under two

SEGAMIL uses a cascade training approach to train health and nutrition promoters. CRS country office technical staff hired by SEGAMIL makes monthly visits to ADIPO and CARITAS technical staff. The lead technicians for ADIPO and CARITAS then supervise a group of technical extension agents; for example, the ADIPO MCH lead supervises 14 extension agents, and each of those extension agents supervises up to 18 ECADI, with one promoter and one mother leader. Staff at each level report they feel supported by their supervisor, but each level of the cascade only has supervisory interaction once a month, except the health and nutrition promoters, who receive a monthly visit by their supervisor and participate in a group training. Both the CRS SEGAMIL headquarters and sub-partner regional staff have had education and experience in health or nutrition, but most of the extension agents, who are responsible for training the promoters, have had varying levels of expertise.

Staff at each level, including promoters, found value in the monthly visits and all recognized that if there was more time and better logistics, they think it would be helpful to have more supervisory visits from their supervisor. In response to a question asking what they would change about the program, senior technical staff at the field and SEGAMIL headquarters levels stated that they would spend more time in the field monitoring how the program was actually being implemented.

Participant Profile 2

Participant 2 entered the program when her first child was 18 months and she was pregnant with her second child. She appreciated the food from SEGAMIL because it was difficult for her to find work. She had a hard time understanding some of the things taught at the ECADI sessions, but learned that she should take better care of her children by washing them daily, planting greens and giving food from the garden to her children over six months old, and burying trash at the house rather than burning it. Her sister sat in on the interview and said that she wanted to be in the project but could not get in. She had lost her job in Guatemala City and moved back to her community, but she did not need help with food like her sister did.

<u>IR 2.2: Household nutrition and care practices improved</u>

Nutrition trainings for health and nutrition promoters

Health and nutrition promoters are unpaid volunteers: SEGAMIL has not selected them based on their level of knowledge and skills in nutrition, so their starting level of expertise on nutrition education is typically limited. SEGAMIL staff train the promoters monthly in a group setting, and receive monthly field visits by sub-partner staff. The trainings reinforce the 19 behaviors promoted by SEGAMIL and include facilitation and participatory techniques for leading ECADI sessions. The promoters report the monthly training as useful, and many want more in-depth training to be able to have a stronger role in their community. Some promoters have expressed interest in becoming

certified, which would enable them to have a more official role or open a small medical business to provide over-the-counter medications.

While the promoters are highly motivated and clearly have made a strong effort to facilitate the ECADI sessions, their level of expertise to help problem-solve or negotiate behavior change practices with mothers – particularly women who are having health issues during pregnancy or have a child who is ill – is very limited. While home visits and education sessions focused on prevention need facilitators trained in observation, negotiation and dialogue, the promoters should understand when they see a serious situation and acquire the necessary assistance for the woman or child.

Training for mothers, caregivers, fathers, and youth on health, nutrition and hygiene behaviors

To train mothers, caregivers, fathers and youth on health, nutrition and hygiene behaviors, SEGAMIL primarily uses the ECADI approach accompanied by cooking demonstrations, weight monitoring sessions and quarterly home visits for malnourished children, and message dissemination during food distribution. This report discusses each of these activities in turn below.

> *Women have a higher level of self-esteem; they value themselves more, and smile more. Even though machismo and negative influences of grandmothers are an issue, I am happy that three fathers participated today. If the project could continue to involve husbands in communications, inside the family that change would evolve.*
>
> --Vicky, ADIPO health technician

a. ECADI nutrition sessions

The ECADI session is the primary point of contact between beneficiaries, health and nutrition promoters, and sub-partner extension agents. Each beneficiary is required to participate in ECADI sessions (see "Targeting" section below for discussion of participation criteria), which promotes 19 different behaviors related to health, nutrition and hygiene. The promoter and mother monitor choose one or two of the 19 behaviors to promote each month. With the help of the curriculum and training books provided by SEGAMIL, the promoter chooses participatory methods to lead the ECADI sessions.

The ET observed ECADI sessions on several of the 19 behaviors including the vaccination cycle, danger signs during pregnancy, and treatment of acute malnutrition and use of the MUAC tape. The ECADI sessions were well attended by beneficiaries and both husbands and mothers, as well as a few pregnant women and many active vibrant children. Each of the ECADI sessions was mostly didactic in that the promoter facilitated as in a classroom, with the promoter in front teaching about the previously chosen topic. The promoter facilitated the ECADI sessions using a mix of Spanish and the local language; the ET observed that the small group work required at least one person to be able to write Spanish. The promoters had access to blank flipcharts, markers and props, and used participatory activities such as question and answer, small group work and games. Using the Quality Improvement and Verification checklist to assess the ECADI session, the scores of the observed promoters ranged from 50-60 percent of what the ET expected for a high-quality adult learning

session. Some consistent weaknesses included: participants not facing each other or sitting in a circle; absence of facilitated, open dialogue for participants to share experiences and identify barriers or help others problem solve; very little practicum; and sessions pre-determined without input from the beneficiaries.

The ECADI physical structure was adequate and had SEGAMIL posters for nutrition, family planning, and agriculture/animal health communications.

b. Cooking demonstrations

Cooking demonstrations are one of the most valued activities that the beneficiaries reported participating in. The demonstration, led by the mother monitor, uses crops promoted in the program. Sometimes the promoter or mother monitor provides the food, but often the beneficiaries bring produce from their homes to use in the demonstration, which could be one reason for high ownership of this activity. During the demonstration, the mother monitor repeats messages taught during the ECADI session. The main messages are diet diversity, methods of diversifying typical meals with new foods, and the importance of diet diversity for healthy growth. From what the ET observed, the cooking demonstrations are more effective than other education sessions.

> *The most helpful aspect of SEGAMIL is that I no longer have to purchase food; employment is hard to come by in my community.*
>
> --SEGAMIL SO2 beneficiary

Because either the promoter or the mother monitor carries out both the ECADI sessions and the cooking demonstrations in their home, the physical space for the cooking demonstration is not conducive for maximum impact; there is space for only a few mothers to participate. In addition, most promoters use unimproved cooking stoves, which are a distraction and potential health hazard for the mother monitor, the beneficiaries and the small children watching the cooking demonstration.

c. Weight monitoring and home visits for malnourished children

Home visits are not a part of regular and routine SBCC strategy in SEGAMIL. SEGAMIL promoters only visit homes if the household has a pregnant woman, a sick child or a child identified as growth-faltering. The visits consist of the promoter checking in on the household and reviewing behavior change messages with the mother. Home visits give an opportunity to the promoters and mothers to discuss and negotiate key practices and understand the unique behavior change opportunities specific to that household. Typically, home visits include negotiation and dialogue; trust and learning facilitate the adoption of optimal practices.

The flour that is given to us helps our children grow. It helps make their brain better. Before the project, we did not eat many vegetables; we never ate mushrooms and now we can. After we harvest the mushrooms, we use them in our cooking and for our cooking demonstrations, and sometimes we have extra to sell.

--Cooking demonstration focus group

d. Food ration distributions and training in dietary habits for pregnant, lactating women and children under two (1,000-days approach)

Across all SEGAMIL communities visited, the food rations are by far the most valued and important benefit the beneficiaries cited as receiving. Rations are distributed every two months and include 24 pounds of rice, 20 pounds of beans, one gallon of oil, and 28 pounds of CSB+. The food basket and ration sizes are designed using PM2A technical reference materials[21] and aim to fill 20 percent of the dietary requirement. While for some households the rations do represent dietary requirements, this varied widely: in some households, the rations last for only a short time, while in others the rations are purely supplementary, as they had enough food – even without the ration – to meet their dietary needs. The majority of beneficiaries report that the rations last most of the month, and that family members share the entire ration, including CSB+ suggesting that the ration is less of a necessity to some households. This would likely create dependence on the ration and exceeding the purpose of the PM2A ration.

Beneficiaries reported paying 30-40Q for their rations; after further investigation, the ET understood this money was used to transport the commodities from the SEGAMIL warehouse to the community distribution centers.

Most beneficiaries understood the rations would end after two years. When asked what beneficiaries would do when the rations ended, replies varied; two common responses were, "I will look for work or I'll return to work once I'm no longer receiving food," and "I will have another child or I will become pregnant."[22]

The SEGAMIL cooking demonstrations promote recipes that use the food provided as part of the rations. Beneficiaries report that the project taught different ways to prepare food, including mixing vegetables and animal-source foods with the rations. When asked how they prepare the CSB+, they mention preparing it like the local drink *atole*, made with salt, sugar and cinnamon.

Sanitation; hygiene trainings

Household sanitation is notably absent from the project strategy, despite highly variable access rates from community to community. Going forward, SEGAMIL intends to incorporate sanitation into

[21] Preventing malnutrition in children under 2 approach (PM2A): A food-assisted approach; http://www.fantaproject.org/sites/default/files/resources/TRM_PM2A_RevisedNov2010_ENGLISH.pdf

[22] One woman who responded that she will become pregnant again also noted that she has no control over the decision whether or not to have children, and cited lack of help for family planning as an issue in the community.

its project; however, SEGAMIL staff could not articulate a sanitation strategy or targeting during the MTE.

Within SEGAMIL communities, the ET observed the hygiene trainings ("Healthy Homes") largely focused on household cleanliness and self-esteem. The trainings did not emphasize WASH-related hygiene practices, and beneficiaries, when asked, were not knowledgeable about certain practices (e.g., water storage and handling, animal penning). The ET observed these same trainings in some communities lacking access to water and sanitation (e.g., communities with low sanitation access received messaging on "cleaning your latrine"), which is considered counter to best practice.

Targeting

SEGAMIL uses the PM2A approach, which targets all women and children within the 1,000-day period for the prevention of chronic malnutrition. The ECADI nutrition sessions are only available to beneficiaries of 1,000-day rations: beyond being pregnant or having a child under two years old, and being interested, there are no other eligibility criteria for receiving food rations or attending education sessions. In large SEGAMIL communities, it has not been possible for all eligible women and children to receive food rations; the ET has found very vulnerable households with women or children in the 1,000-day window that were not part of the program but wanted to be, due to lack of space at the ECADI. SEGAMIL staff and promoters have noted that, SEGAMIL allows a maximum of 30-35 beneficiaries to participate in each ECADI (and thus receive food rations).

For example, one community visited had two ECADIs for approximately 170 households. Many households had more than one woman within the 1,000-day window; the promoter mentioned while there were women interested in joining, they could not accept more women because between the two ECADI they already had 65 women enrolled. When asked what criteria she used to determine which women could participate and which could not, the promoter said it was first-come, first-serve. While current participants confirmed that it was first-come, first-serve, after interviewing several women from this ECADI, the ET noted several of the beneficiaries were neighbors or extended family members of the promoter.

A promoter in a different community reported that women frequently approach her to be part of the program, but she turns them away because the project told her that the maximum number of participants for a session could be 35 people. When the ET asked how she chose the current beneficiaries, she responded that she reached out to pregnant women she heard were having difficult pregnancies or people came to her when they heard about the program.

Several households interviewed did not want to be in the project either because they did not feel like they needed the food rations or the time requirement of the project was too much.

IR 2.3: Use of health services increased

Coordination with health services to assure health care provisioning, micronutrient supplementation, immunization, deworming, referrals and counter-referrals to health staff for children under two and pregnant women

The health centers visited by the ET had heard of SEGAMIL, but did not know details of what the program did beyond distributing food rations. The health center outreach workers had more knowledge of SEGAMIL than the nurses or doctors; however, they were unable to state how SEGAMIL and the health center should be working together to ensure coverage and reach of health services and ultimately sustainability of activities.

The cancellation of the GoG rural health extension project (PEC) has had negative effects on the access to health services for rural Guatemalans. While the level of function and supplies of the health posts and centers varied before the PEC, the disappearance of the convergence center where many beneficiaries accessed rural health services such as vaccinations and growth monitoring has been detrimental. One beneficiary with a six-month-old child had been to the health center four times since her baby was born and there were no vaccines available any of these times. Because the Ministry of Health (MoH) is in a transition period and the new government is setting priorities for health and nutrition, the ET is not suggesting any threshold recommendations beyond continuing advocacy for health services for SEGAMIL beneficiaries and coordinating program inputs in an effort to have sustainable health activities.

Identification and referrals of Acute Malnutrition

The promoters the ET interviewed were well aware of the protocol for community management of acute malnutrition. As mentioned previously, the MTE observed children whose growth had faltered, yet the ET did not observe the promoter making a referral for these cases. In fact, the health center did not have any reports of cases of acute malnutrition being recently referred, but was aware that SEGAMIL screened for acute malnutrition.

Strategic Objective 3

Introduction

Figure 4: SEGAMIL SO3 with Intermediate Results

SO3: Local and municipal resilience systems in food security improved
• IR 3.1: Community management of food insecurity and emergency situations improved
• IR 3.2: Municipal management of food insecurity and emergency situations improved (with their own resources)

The SEGAMIL proposal stated, "Training community leaders and strengthening community organizations are the cornerstones of SEGAMIL and the key element contributing to the long-term sustainability of the program interventions."[23] The plan was to train two community organization promoters per community to support the three main community organizations that, according to Guatemalan law, the GoG expected to exist and function in each community. These three are the *Consejos Comunitarios de Desarrollo* (COCODEs), responsible for leading community development; *Coordinadoras Locales para la Reducción de Desastres* (COLREDes), responsible for emergency mitigation and response; and *Comisiónes Comunitarias de Seguridad Alimentaria y Nutricional* (COCOSANes), responsible for the reduction of food insecurity and malnutrition. The GoG expected the three groups to function under the leadership of the COCODE and work in close coordination with each other. In communities where these groups already existed, the GoG expected SEGAMIL to strengthen their capacity to function effectively through adoption of good governance practices and advocacy with municipal governments to attend community needs and priorities. In communities where the groups do not exist, SEGAMIL aims to organize and strengthen them.
SEGAMIL expects strengthening these community organizations to promote changes in social rules whereby these groups adopt participatory, equitable and competency-based practices that improve the local decision-making processes. The project also expects these actions to enhance community resilience by adequately prioritizing needs and risks to be addressed, and by developing feasible plans for mitigation of, and response to, shocks.

To complement and respond to community initiatives, SEGAMIL also works with the eight municipal governments in its implementation area to raise awareness in three main themes: the high levels of food insecurity and chronic malnutrition among their constituencies, the main causes of these problems, and the priority interventions needed to address them in municipal development plans. Within the municipal government, SEGAMIL works with the Municipal Development Council (COMUDE), the Municipal Food Security and Nutrition Council (COMUSAN) and the Municipal Disaster Reduction Council (COMRED). SEGAMIL also supports the establishment of

[23] SEGAMIL Proposal, page 39.

Municipal Water Offices (OMAS) by providing training and initial funds for their functioning during the first year, gradually transferring the funding responsibility to the municipal government.

Description of activities

The mandate of SEGAMIL SO3 at the community level is to train COCODE members and management councils of the ECADI on integrated human development, good governance and advocacy principles and skills, food security and nutrition country policies, government-related programs (e.g., Zero Hunger Pact), civic participation and organization, equal participation for men and women, and the COCODEs' role in the community. In addition to these topics, SEGAMIL provides specific training to the COCOSAN on addressing causes of food insecurity either with community resources or by securing external assistance. The project also provides additional training to the COLREDes in mapping community risks and the resources to mitigate those risks, and in the periodic collection, analysis and reporting on key emergency early warning indicators. SO3 also has a WASH component.

By applying the training, communities are expected to increase their awareness and capacity to (i) produce community vulnerability and resource maps; and (ii) prepare development plans to reduce their food insecurity and malnutrition levels using existing resources or by securing municipal and other external assistance.

At the municipal level, SEGAMIL trains members of the municipal government, technical municipal offices and COMUDEs on food security and nutrition and disaster risk reduction. The project concentrates efforts on strengthening the COMUSAN through trainings in food security and nutrition, advocacy and the implementation of municipal early warning systems.

The project targets related to the above activities are detailed in Table 1.

Table 1: SO3 Targets

Capacity building/ training of community groups:	
COCODEs:	340
COCOSANes:	340
COLREDes:	340
COMUDEs/COMUSANes	8 each (480 municipal leaders and staff)
Train 2,720 community organization promoters	
Train 680 youth leaders	
Establish 12 sentinel sites for collection and reporting of early warning information	

Technical components

Community organizations, participation and management of food insecurity, shocks and risks

COCOSANes are the most visible and approachable groups at the community level. Their composition varies from mainly women in some places, to mainly men in others, but project staff report that on average the groups are 40 percent women and 60 percent men. COCODEs also exist in most communities but were more difficult to contact given that they are not as closely involved with project implementation as COCOSANes. COCODEs' composition seems to be almost exclusively men. COLREDes are also expected to exist in each community, but the 50 that exist have been recently organized and are still being trained in their roles and responsibilities, and in basic disaster risk reduction concepts.

Regarding their current participation in managing activities to cope with and reduce food insecurity and increase community resilience, COCOSAN members seem to have a few specific tasks to perform. These include supervision of food distribution, support of growth monitoring and promotion of children under 5 years of age and, in some cases, collecting information on early warning indicators. Discouraging the sale of junk food in community stores was mentioned on one occasion as a COCOSAN responsibility, but when asked about the results of this activity the response was, "we have not done it yet." Some COCOSANs, with the support from SEGAMIL, have conducted a community diagnosis and identified priority needs for different population segments. However, the interviewed COCOSAN members never used the document to respond to questions regarding community needs and priorities. They also have not used the document to support requests for assistance from the municipal government or other organizations, explaining this is because the COMUSAN told them that there are no funds available.

There are a few communities that have established sentinel sites and are collecting and reporting data on early warning indicators to the municipal government. However, SEGAMIL staff recognizes that there is no municipal system to respond to any emergency or to support consistently mitigation initiatives at the community level.

SEGAMIL also trains youth groups in leadership skills in order for them to participate in community structures. This activity is still in its initial stages; it is not clear if the current approach will render the expected results. As it is now, the work with youth is limited to four training events during the year, with no additional follow-up for these groups in subsequent years. Youth's interest in these activities seems to be declining, as only 157 of a FY 2015 target of 500 are currently involved.

Horizontal and vertical linkages of the community organizations

CRS bases SEGAMIL's approach to working with community-based organizations on Guatemalan legal frameworks such as the Decentralization Policy and Municipal Code, which establish that these organizations must function in an integrated and complementary manner under the leadership of the COCODE. However, field observations indicate the links between these organizations are very weak and in some cases non-existent. Even though some members of one group are often also members of the other two, there is no formal mechanism for sharing the vision, plans or activities across the groups. The COCODEs' interaction with SEGAMIL seems to be limited to Food for Work activities, while COCOSANes and COLREDes are relatively new or non-existent. In most of the interviews, COCODE members indicated that they were not aware of the activities performed by the COCOSAN or COLRED (where they existed). It is important to note that ECADI committees, which SEGAMIL established, do not have any formal linkages with the COCODEs and are perceived as entities created to implement the program but not necessarily to continue functioning beyond the implementation period.

Vertical linkages between community-based and municipal organizations seem to be limited to some interactions between COCODEs and COCOSANes with the COMUSANes. For example, COCODE and COCOSAN representatives might participate in the monthly meetings held by the COMUSAN, where a wide range of organizations and government departments come together for a morning or afternoon to present progress on their particular undertakings. The expected coordination between COCODEs and COMUDEs, and between COLREDes and COMREDes, happens very seldom or is non-existent.

It is important to acknowledge SEGAMIL's role in promoting and supporting the municipal government of Momostenango to prioritize addressing food insecurity. This led to the issuance of a municipal decree and a "Public Policy of Food and Nutrition Security with Emphasis on Protection of Children and Youth in the Municipality of Momostenango" to guide and integrate current and future interventions to reduce food and nutrition insecurity.

Social accountability and governance of community based organizations created/ supported by the project

While Accountability and Transparency is one of SEGAMIL's Five Community Strengthening Principles "to foster the community's positive perception of organization,"[24] the ET has not observed these practices or heard mention of them by interviewees at community or municipal levels. Based on the information gathered from interviews with COCODE and COCOSAN members, neither of these groups is systematically following accountability practices, at least not on a regular basis. On several occasions, interviewees have mentioned that assemblies are convened for other purposes such as presenting information about, and requesting support for, community project(s), the election of COCODE members, and/or during emergencies.

[24] SEGAMIL Proposal, page 39.

In some of the communities visited, the ET saw project-provided information in Spanish regarding project activities and coverage (also in Spanish) displayed on the walls as part of the so-called "situation rooms/posters." However, SEGAMIL staff never referred to this information in order to explain any aspect of the SEGAMIL program. This gives the impression that the information is generated and displayed as a program requirement but is not necessarily used for sharing, analysis and decision-making.

WASH

The original RFA, as issued by FFP, did not articulate any linkage between WASH access and the high levels of chronic malnutrition (e.g., stunting) that have persisted in Guatemala's western highland communities, despite the long-term presence of development actors. As such, WASH interventions in the project proposal were largely limited to household hygiene campaigns and behavior change interventions. The original DFAP proposal did not include community-level WASH activities. The baseline assessment, completed in March 2014, revealed the magnitude of WASH needs (e.g., only 19.9 percent of households had access to improved drinking water, and only 51.6 percent to improved sanitation), and pointed to the need for more deliberate and strategic interventions (see Table). Diarrhea rates in children under five have been exceedingly high— 42.6 percent in SEGAMIL areas—suggesting that the fecal-oral route of disease transmission is rampant, whether via drinking water or due to sanitation or hygiene practices. In spite of the low levels of WASH access, the baseline revealed a relatively strong understanding of the need for improved hygiene and sanitation, with beneficiaries self-identifying the need for better hygiene and sanitation practices.

The MTE reconfirms many of the baseline WASH findings, such as the unreliability of existing drinking water systems for months each year, and the absence of formative research to identify and target the primary routes of fecal-oral disease transmission and diarrhea. These persistent issues severely inhibit progress on health and development indicators; absent a stronger focus and investment in WASH, they will likely continue to be serious challenges to improving health and nutrition status. While this is a moment to adjust the project strategy to be more responsive to WASH needs, true impact will require a concerted, large-scale effort on the part of government and other development actors.

Table 2: Summary of baseline WASH conditions in SEGAMIL project area

	Percent (%) of households
Access to improved drinking water	18.5
Access to improved sanitation	51.4
Use of point-of-use treatment (boiling)	93.0
Prevalence of handwashing stations	75.3
Stunting (in children < 5 years)	79.6
Wasting (in children < 5 years)	2.0

Diarrhea incidence (in children < 5 years; two weeks preceding)	44.1

Source: USAID/ICF International. 2014. Baseline study of Title II Development Food Assistance Programs of Guatemala.

This report discusses key findings of WASH activities under SO3 next.

Uneven integration of baseline WASH findings and recommendations into the project strategy

The project strategy has not fully taken into account or followed through on the baseline report's WASH findings and explicit recommendations to increase the scope of WASH activities. There continues to be little articulation or understanding of WASH-nutrition linkages as they relate to project targets for chronic malnutrition and stunting. For example, the project has not executed formative research to trace the exceedingly high (e.g., 28 – 43 percent) diarrhea rates, nor has it developed holistic WASH strategies post-baseline (i.e., water + sanitation + hygiene) to address the low access levels in some communities. Additionally, the project has not developed a strategy for addressing water system reliability and/or water quality at a whole-of-community level. While it is challenging to make major strategic changes in the project midway through the implementation period, the long-term persistence of chronic malnutrition – in spite of direct nutritional assistance – calls for a stronger emphasis on nutrition-sensitive approaches, such as WASH, in the second half of the project.

SEGAMIL significantly modified its initial WASH proposal, and its current approach is relatively comprehensive, including both ECADI- and community-level activities, as well as municipal-level capacity strengthening. However, as noted in Table , the ET did not observe many of these activities in any of the communities visited, and it is unclear if SEGAMIL has identified overall targets and goals for all WASH activities.

Table 3: Tracking of SEGAMIL WASH activities

Activity	Proposal	FY15 PREP	Field Validation
Integrated water resources management (IWRM): watershed committees; identify and map micro-watersheds; implement IWRM model	Yes	Yes	No evidence in visited communities
SBCC ("Healthy Homes"): WASH behavior change (undefined); environmental hygiene; point-of-use treatment	Yes	Yes	Yes
Food for Work: reforestation of water recharge areas and new water systems	Yes		No evidence in visited communities
Greywater recycling	No	Yes	No evidence in visited

Table 3: Tracking of SEGAMIL WASH activities

			communities
Strengthen OMAS	No	Yes	Validated by SEGAMIL field staff; OMAS not interviewed
School WASH	No	Yes	No evidence in visited communities
Strengthen water user committees	No	Yes	No evidence in visited communities
Water quality improvement	No	Yes	No evidence in visited communities

WASH hardware/software targets and desired outcomes remain undefined

After the award was signed, the project was adjusted to include WASH infrastructure, such as drinking water systems. Consequently, the targets and desired outcomes for WASH activities were not identified or reviewed during the DFAP review process. When asked during midterm interviews, project staff could not articulate the end-of-project targets or goals for WASH access (e.g., number of communities or people gaining access; percentage of systems with improved water quality).

The modified project is aligned with USAID/Guatemala Country Development Cooperation Strategy (CDCS) WASH strategies[25]

In alignment with the country's decentralization efforts since the 1990s, the USAID/Guatemala CDCS has endorsed engagement and capacity building of local or municipal government bodies (e.g., OMAS[26], COCODEs[27], and water committees) as the model for improving WASH access and governance. When asked, many community leaders (e.g., COCODE members), as well as SEGAMIL staff, reported low technical and managerial capacity within the OMAS, and the need to strengthen this capacity to improve sustainability of any WASH intervention, which reinforces the appropriateness of the CDCS strategy for building government capacity and supporting GoG efforts.

SEGAMIL has implemented an OMAS training and certification project that ties into national National Institute of Public Administration (INAP) and Institute of Municipality Development (INFOM) structures. Given the relatively strong decentralized WASH governance (the OMAS), this

[25] USAID/Guatemala (2012). USAID Guatemala's Country Development Cooperation Strategy 2012 – 2016. Available: https://www.usaid.gov/results-and-data/planning/country-strategies-cdcs

[26] *Oficina Municipal de Agua y Saneamiento* (OMAS) (Municipal Water and Sanitation Office)

[27] *Consejo Comunitario de Desarrollo Urbano y Rural* (COCODE) Community Council on Urban and Rural Development

type of approach has potential to yield significantly greater impact and sustainability in the long term. Five OMAS have completed this training so far, though immediate results of the training on WASH access and commitments were not apparent. SEGAMIL staff has reported a range of experiences in working with the OMAS bodies thus far, suggesting that strengthening these structures is not universally possible, but should not be discounted completely. The scale of the CRS/Caritas' effort is relatively small (i.e., they are improving 30 of the 450 centralized water systems and have trained only five OMAS in the targeted areas), but impact could be increased if the OMAS could be deliberately partnered with a broader WASH governance effort in the region.

The ECADI participation model severely limits impact of WASH activities

Implementing WASH activities through the ECADI model (i.e., 1,000-days mothers only) significantly limits the impact of the intervention in three ways:

- messaging or inputs reach only a small fraction of households in each community;
- there is no apparent targeting on the basis of poverty levels or baseline WASH access within a community; and
- non-ECADI members of the community see it as a "mothers-only" project.

As noted in the findings on agriculture and MCHN, the majority of inputs for WASH (e.g., Ecofiltros and handwashing kits) go to the promoters, who are typically in the upper wealth bracket of a community, rather than reaching the most vulnerable. The intended "trickle down" effect to reach the most vulnerable under this strategy was not apparent during ET field visits.

Demand-driven WASH strategies are absent from the project

The project is employing a subsidy model (100 percent subsidy) to provide WASH materials. The prevalence of free or subsidized WASH inputs (e.g., handwashing kits and point-of-use filters) reduces the demand and/or willingness to pay for WASH services ex-post, and likely limits the sustainability of the approach. The subsidies seem further misplaced given the demonstrated capacity and willingness to pay for water services in many communities: piped water tariffs, collected in the majority of communities, ranged from 1.5 – 15Q (US$0.19 – US$2.00) per household per month. When asked, the majority of beneficiaries have reported a willingness to pay for piped water services, as well as to contribute additional funds for repairs when needed. Further, there has been a prevalence of latrines and basins (*pilas*) installed by families without subsidy or support. Partners are strongly encouraged to review relevant literature on demand-driven WASH and on best practice on the use of subsidies to spur community development.

Understaffing of technical WASH personnel undermines project goals

SEGAMIL is limited by significant understaffing at the field and regional levels; current staffing is likely insufficient to the current scope of activities, particularly given the plan to add a sanitation

component to the project. Each of the three field supervisors serves approximately 450 communities, and there is no community-level WASH promoter.

Approaches for strengthening community organizations

Training seems to be the preferred approach adopted by project implementers to strengthen community and municipal organizational capacities. For example, at the beginning of the project, COCODE members have participated in training events to learn about project goals, methodologies, activities and expected results. Subsequent trainings have covered topics related to legal frameworks that support the organization and functioning of COCODEs and other community-based organizations, roles and responsibilities of members, leadership skills and good governance practices, among others. The project has provided similar training to COCOSANes and more recently to COLREDes.

One concern shared by several of the interviewed groups is the prolonged gaps between training events; this has resulted in loss of interest and motivation, and a breakdown between training topics that are supposed to reinforce each other.

The training events are not accomplishing the level of strengthening and empowerment that is necessary for these organizations and their members to have the vision, capacity and confidence to effectively advocate for attention to community needs, to secure local and external assistance, and to lead the implementation of community development initiatives. For example, even in those cases where the group has conducted a community diagnosis and identified priority problems to be addressed, it has not been able to implement any of the planned activities because the usual answer from municipal government – and mainly the mayor – is "there are no funds available." This is where the group's efforts usually stop. The organizations have no strength of conviction or confidence to pursue the dialogue, to maintain pressure, to explore options or to negotiate.

A few of the interviewees have indicated they gained useful experience and skills when they had the opportunity to participate in negotiations to obtain specific resources for community development and work on implementing their plans. This is an important observation, as it points out that the theoretical training currently provided will not be enough to strengthen community organization and empower their members unless also put into practice.

IV. Gender

SEGAMIL has yet to develop strategies to improve gender equality. The involvement of men in SEGAMIL is extremely limited. In the eyes of the community, SEGAMIL is seen as women's project. To improve men's participation, SEGAMIL is planning to pilot "agents of change": in one community per municipality, it will identify a model family who will work with the project and adopt behaviors and practices to promote gender equality. This initiative seems too little and too late.

There seems to be limited understanding about the pilot's objective, and no timeline for scaling up during the project life.

V. Monitoring and Evaluation

M&E staffing and work structure

CRS assumes the overall responsibility for monitoring and evaluation of SEGAMIL. The Monitoring, Evaluation and Learning (MEAL) team includes staff from CRS and MEAL staff within ADIPO and CARITAS. CRS hired a MEAL coordinator, MEAL and food commodity specialist, database coordinator, database specialist, Information, Communication and Technology for Development (ICT4D) and Geographic Information Systems (GIS) specialists, and three field monitors. ADIPO and CARITAS each have one MEAL coordinator, MEAL leaders, a food coordinator and a data entry leader. The MEAL organigrams are below (Figure 5 and Figure 6).

Figure 5: CRS MEAL coordinator

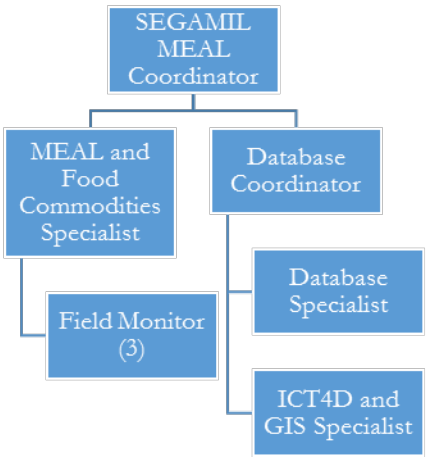
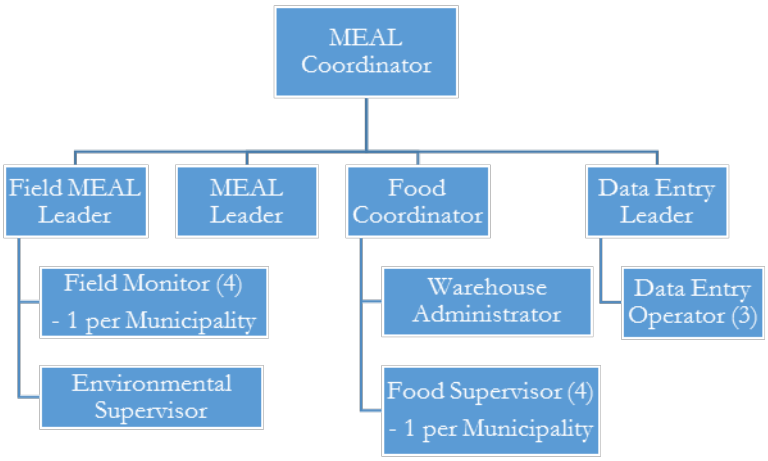


Figure 6: CARITAS and ADIPO MEAL organigram

Figure 6: CARITAS and ADIPO MEAL organigram



Data collection processes

Using a unique identification number for the participant and participant household, SEGAMIL developed a participant database using Microsoft Access. This has allowed tracking participant-level monitoring data by the activity(-ies) in which the participant participates. SEGAMIL established a routine monitoring system to collect data for most of the performance monitoring indicators.

Figure 7: Promoter's notebooks

The project has developed two pictorial notebooks to aid the agriculture promoters and health and nutrition promoters to record practices used by the beneficiaries participating in the ECADI. The respective promoter records the practices by individual participant on a weekly basis.

The technical staffs from ADIPO and CARITAS randomly verify the data from one or two beneficiaries on a monthly basis, and record the data from the promoter's notebook to a data collection form. Partner staff enters the data from the data collection forms into the database.

In April 2015, SEGAMIL introduced tablet computers for data collection. Four SILC technicians, 24 health and nutrition technicians, and four microenterprise technicians started using tablet computers to capture data. This facilitated data collection by reducing data entry time.

In addition to regular monitoring, SEGAMIL hired an external contractor with prior survey experience to conduct an annual survey for a handful of indicators; SEGAMIL M&E staff participated in the enumerator training. Enumerators collected the annual monitoring data from the beneficiaries. To estimate the sample size, the survey used a formula for surveys that compare data over time. The sample was drawn from a list of all direct participant mothers with at least one child age 0 to 23 months.

Annex D shows the indicators for which the contractor collects data in the annual survey.

Strengths of M&E

- The SEGAMIL M&E system is functional. The monitoring system has a defined structure, and clear responsibilities for each implementing partner. SEGAMIL has developed a clear process for data aggregation and reporting. It uses routine monitoring to collect data for most of the performance indicators.

- The M&E database seemed to accommodate diverse needs and functions. The MEAL coordinator was able to provide data as the ET needed.

- The pictorial notebook to aid promoters in recording practices could be considered as a best practice.

- The indicators identified for the annual survey require one subset of respondents: mothers of children age 0-23 months. This eliminates the need for creating multiple sampling frames and simplifies the sampling process.

Challenges for M&E

- The baseline report was not widely shared with staff and partners. Therefore, many staff is not aware of the baseline status of the target population in the areas of health, nutrition, water, sanitation and food security. Thus, field staff is in a potentially disadvantaged position in that they implement project interventions without a clear understanding of why specific interventions are appropriate, and lack the empowerment to affect change to those interventions when appropriate.

- The FFP baseline and endline surveys use a population-based survey, which draws a sample from the entire population from a defined geographic area, not only from project participants. Positive change in food and nutrition security behaviors among the project direct beneficiaries may not necessarily be adequate to demonstrate a change at the population level. The project needs to develop strategies to promote secondary adoption. A greater understanding about how the project will be evaluated would help staff to start thinking about ways to promote secondary adoption.

- The MTE noted inadequate processes to improve data quality. Many of the promoters charged with community education and recording their work with beneficiaries in the project notebook have limited literacy. This calls into question their capacity to perform their roles as educators and record keepers, and the quality and reliability of their work in both areas. One implication for management is that the data recorded by the promoters needs a robust verification system. Moreover, the verification of performance data collected by the promoters is limited to one or two beneficiaries every month, which seems to be inadequate.

- As ADIPO and CARITAS food monitors do not have the capacity to collect post-distribution monitoring data directly from the communities, ECADI governing board members primarily carry out this function. This creates a potential conflict of interest and a challenge to get unbiased data because ECADI governing board members are responsible for commodity distribution, and may not be objective monitors. In addition, they may have relatives and friends who are commodity ration recipients, which also may create a bias in distribution and reporting.

- A final shortcoming of the M&E system is that the data are not analyzed for targeted audiences, which makes it difficult to use performance monitoring data to inform programmatic decisions.

VI. Commodity Management

The ET visited a number of commodity warehouses and found the physical conditions and locations of the warehouses are acceptable. The warehouses were clean and well ventilated; commodities were stacked properly and in an orderly manner; pallets were used under all commodity stacks; non-food items were not stacked next to food items, and light traps and mechanical traps were used for pest management.

The warehouses follow first-in, first-out method. The records and interviews with commodity management staff suggest the country office carries out periodic inspections. SEGAMIL does not fumigate the warehouses because the project does not see a need: according to the staff, natural pest management methods work well. The ET did not observe any signs of pest damage.

The warehouses have cleaning materials, firefighting equipment, emergency lights, weighing scales and other necessary tools.

The warehouses maintain the records well. Every stack has updated stack cards. The warehouses keep waybill and receiving notes, a warehouse inventory ledger, and physical count records. Warehouse managers prepare daily reports and physical count reports at the end of each delivery.

Participants pay Q30 to Q70 per distribution cycle to cover the local logistics costs. The ECADI management committee is responsible for the transportation of commodities from the warehouses to the distribution sites, and for the distribution to individual recipients. The distribution sites are clean, well ventilated and seem well managed.

CARITAS and ADIPO food monitors carry out commodity post-distribution monitoring. Three CRS food monitors are responsible for monitoring food commodities at the warehouse and commodity distribution centers. ADIPO and CARITAS each have four food supervisors (one for each municipality) who are responsible for monitoring commodity distribution and post-distribution.

VII. Sustainability

As defined by Tufts University researchers, sustainability is achieved when outcomes and impacts (and sometimes activities) are maintained – or even expanded – after a project withdraws its resources through the exit process. A sustainability plan should represent all the elements of project design that take sustainability into account, and increase the likelihood that project outcomes, impacts and (where relevant) activities, continue.[28]

SEGAMIL has presented a sustainability strategy with its response to the RFA. The strategy identifies actions, approaches, timeline and indicators. The ET considers this a good start; however, it is important to review the strategy based on improved knowledge about the cultural, institutional, and public and private sector service providers in the target area.

CRS developed the SEGAMIL sustainability strategy based on the assumptions that the increased capacity of extension agents (promoters) will be adequate to motivate them to continue providing services, and that government departments will continue to provide services to the target beneficiaries after the end of SEGAMIL. The ET did not find much evidence to support either of these assumptions.

SEGAMIL's sustainability strategy for SO 1 appears to rely on the Ministry of Agriculture's (MoA's) and the municipalities' interaction with and funding of the project-established, and initially project-funded, *Unidad Técnica Agrícola Municipal* (UTAMs). If this is the case, then continued functioning of the UTAMs is solely dependent on the MoA or the particular municipality providing technical and

[28] Rogers, B.L. and Coates, J., 2015. Sustaining Development: A Synthesis of Results from a Four- Country Study of Sustainability and Exit Strategies among Development Food Assistance Projects/ Washington DC: FHI 360/ Food and Nutrition Technical Assistance III Project (FANTA).

financial support after SEGAMIL ends. Considering that the ECADIs are funded by the UTAMs, if the UTAMs do not have a sustainable source of funding then the ECADI also will not, which threatens SEGAMIL's underlying sustainability strategy.

In the absence of formal, written commitments from the MoA and the targeted municipalities, SEGAMIL should not assume funding and technical assistance to the UTAMs and the ECADIs would be sustainable. SEGAMIL needs to explore alternative strategies for the UTAMs and the ECADIs to obtain financial and technical assistance. Options include employing fee-for-service models – such as those already in use for animal vaccinations – to provide ongoing technical support and services, using private input suppliers as sources of extension information, building the capacity of the MoA, and other potential long-term solutions.

As stated in the proposal, SEGAMIL plans to work with farmer associations to meet the requirements of legal registration and complete the registration process. SEGAMIL also plans to provide training on strategic management and leadership, administrative and financial management, and management of quality standards. Each association will develop a business plan including plans to ensure the sustainability and optimum use of association infrastructure assets. SEGAMIL has not well communicated this vision to the staff and partners and has yet to implement it.

For SO2, the beneficiaries stated that the rations were the most beneficial SEGAMIL activity; most were aware the rations would end at some point after their child turned two. However, beneficiaries did not know how they would continue their involvement in SEGAMIL after the child turned two, even though many expressed interest in continuing with other program activities. Some beneficiaries reported they would not have the time to continue in ECADI sessions once the rations were finished.

Yet to elicit sustainable change in household behaviors and practices, it is important to maintain contact with women after they stop receiving rations. Providing an opportunity to reach 1,000-day households before their food rations end, and to continue impacting participating households' future 1,000-day children, will help elicit both household behavior change and community-level shifts in social norms.

Currently most SEGAMIL and implementing partner staff are unaware of the project's sustainability strategy, therefore they are not using the sustainability lens to design and implement project interventions. SEGAMIL project management has yet to articulate its vision and strategies (other than what was stated in the proposal) to sustain outcomes and essential services. In terms of SO1, some agriculture promoters aim to continue providing services if they can develop an income-generating activity in the related subsector; however, dedicated strategies are required to facilitate and promote such intents. As far as SO2, if the project can demonstrate a change in the chronic malnutrition rate for a particular participant cohort, the changes are likely to be permanent hence sustainable – for that cohort. However, without systems changes that facilitate the knowledge and

means to access nutritious food and supportive behavior on an ongoing basis beyond the life of the project, the next cohort of children will not likely benefit from project investments.

Beneficiaries have expressed their willingness to continue practices learned through SEGAMIL activities – however, their ability to follow through is questionable, as there is a lack of clarity about technical/ extension support and continued access to inputs. Moreover, the project appears to incentivize attendance at the ECADI by the provision of the ration rather than by being, in and of itself, a worthwhile return on the investment of the beneficiaries' time. Anecdotal evidence indicates that SO2 participants have withdrawn from savings groups or stopped participating in the ECADI sessions after becoming ineligible to receive rations. These findings suggest the current approach is inadequate to sustain participant interest and investment in continued learning and adoption of promoted practices: the activities are primarily project-driven and community engagement heavily dependent on project presence.

VIII. Conclusions

SEGAMIL has demonstrated progress on its strategic objectives and at midterm, appears on track to meet output indicator targets. The project is implementing several approaches or activities notable for attaining objectives at output level and for participants receiving them well. These include:

- Homestead gardens, which the ET assessed to be contributing to nutrition and dietary diversity, and at times allowing households to generate income by selling surplus produce or reallocate income and savings to important non-food expenditures such as education and health care;

- Cooking demonstrations, which are well linked to gardening activities and whose lessons project participants appear to take up readily;

- Savings and lending groups, which are facilitating savings among members and may instill a culture among some members; and

- Community member engagement in training and empowerment-oriented activities.

These are important successes. At the same time, they must be viewed in light of the project's higher aspirations for outcomes, impact, and sustainability at project, population and system levels. The MTE presents a moment for strategic reflection on what implications the observed presence or absence of progress to date – and more importantly, project strategies and processes – have for the short, medium, and long term. It is an opportunity to adjust mid-cycle, to optimize progress on different scales and timespans. It should be considered, also, that SEGAMIL is one in a decades-

long series of food security projects in Guatemala. Yet despite government and donor investments in the western highlands, the rate of chronic malnutrition remains at an alarming level and continues to rise.

The 2008-09 Reproductive Health Survey found that 49.8 percent of all Guatemalan children under age five are stunted.[29] The rate of stunting among indigenous children was even higher (58 percent).[30] The 2014 -15 National Maternal and Child Health Survey reported a slight decline in overall rate of stunting among Guatemalan children age below five years (46.5 percent), but there was no change in the stunting rate for indigenous children.[31] The baseline survey for SEGAMIL showed that more than three-quarters of children (75 percent) under five years of age suffer from moderate and severe stunting. Ethnicity has been a key factor associated with food and income insecurity in Guatemala, as are suboptimal infant and young child feeding practices, low dietary diversity, food insecurity, lack of clean water and sanitation, poor hygiene, and poor access to health services.[32, 33]

With regard to infant feeding, both the amount of food young children are fed and the variety of food they are given are inadequate to meet their nutritional needs. The SEGAMIL baseline survey also reports poor dietary practices, sub optimal practices related to infant and young child feeding, and poor water, sanitation and hygiene behaviors. Based on this changing context and enhanced knowledge since CRS designed SEGAMIL, the project should revisit its theory of change to achieve food and nutrition security outcomes.

Taking this longer view, the ET finds several strategic and operational areas that need modification and strengthening. As far as project design, beneficiary targeting is foremost among areas to re-assess. As noted in Section 4, communities view SEGAMIL as a "women's project." This stems from the 1,000 Days approach and corresponding emphasis on women. The ET agrees women need to be a cornerstone of food security approaches. However, the quality of women's engagement in learning and empowerment processes in the current project needs to be improved. Moreover, the project does not clearly articulate men's role in these processes, nor do communities understand – and thus value – it.

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[29] *MSPAS Encuesta Nacional de Salud Materno Infantil 2008 (ENSMI 2008-2009). Ministerio de Salud Publica y Asistencia Social (MSPAS), Institución Nacional de Estadística (INE)/ Centro de Control y Prevención de Enfermedades (CDC), Guatemala 2010.* WHO Child Growth Standards.

[30] 2008-2009 ENSMI, cited in USAID/Guatemala BEST Action Plan for Family Planning, MNCH, and Nutrition, Best Practices at Scale in the Home, Community, and Facilities, submitted to USAID/W/GH: April 27, 2011.

[31] *Ministerio de Salud Pública y Asistencia Social (MSPAS), Instituto Nacional de Estadística (INE), ICF Internacional, 2015. Encuesta Nacional de Salud Materno Infantil 2014-2015. Ciudad de Guatemala, Guatemala.*

[32] Chaparro, C. 2012. Household Food Insecurity and Nutritional Status of Women of Reproductive Age and Children under 5 Years of Age in Five Departments of the Western Highlands of Guatemala: An Analysis of Data from the National Maternal-Infant Health Survey 2008–09 of Guatemala. Washington, DC: FHI 360/FANTA.

[33] De Pee, S. and Bloem, M.W. 2009. "Current and Potential Role of Specially Formulated Foods and Food Supplements for Preventing Malnutrition among 6 to 23 Month-Old Children and for Treating Moderate Malnutrition among 6 to 59 Month-Old Children." Food and Nutrition Bulletin. Vol. 30 (3 Suppl), pp. S434–63.

In practice, project assumptions on synergies between SO1 and SO2 targeting do not bear out, as the de facto audience for health and nutrition interventions does not overlap significantly with the one most directly engaged in household agricultural production – whether crops or livestock – and value chain work. Regardless of target group, adult education techniques and topics need to be more demand-driven, more flexible and more engaging. Learning goals of all project activities need to be clearer to all participants: rations and material handouts are the draw for participation, which suggests that absent an improved understanding of how learning activities add value to current and future daily life, interest in applying project learning will fade when the project finishes. In addition, the project needs a strategy for transferring knowledge beyond project participants to the whole community, and for embedding this knowledge in community governance structures.

Given its proven role in improving chronic health and nutrition outcomes, the ET identified WASH—particularly community-level WASH—as a strategic gap of the original project design. Post-baseline, SEGAMIL modified its WASH approach to include both ECADI- and community-level activities; however, targets have remained undefined and the scale of WASH needs has been much greater than the activities can address.

SEGAMIL staff has planned and implemented the data collection and organization aspects of SEGAMIL's M&E system well. However, project staff has not disseminated well the data and analysis generated from M&E processes, including the baseline study, to other staff and partners. This hinders the capacity to study and reflect on information that should be used to design, target and adjust project strategies and interventions according to needs and achievements in project coverage areas on a regular basis.

Continuing SEGAMIL activities with a clearer eye on sustainability requires stronger consideration of contextual factors. These include the role and capacity of Guatemalan institutions such as COCODEs, OMAS, health centers and agricultural extension, as well as the private sector, to deliver the services essential to building and maintaining food security and nutrition. SEGAMIL needs to include, plan, coordinate and consult more with these entities and with the private sector to ensure the services currently provided or facilitated primarily through SEGAMIL remain sufficiently resourced, particularly in the most vulnerable communities, and managed with adequate technical competency. The ECADIs have been important vehicles for SEGAMIL training and messaging, and for governance functions related to project activities. However, their raison d'etre derives primarily from SEGAMIL; it is unclear whether the UTAMs can continue to support them after project end. The UTAMs themselves are dependent on funding from the MoA, local government and municipalities. As a cornerstone of SEGAMIL's sustainability strategy, the ECADI system is fragile: the 369 ECADIs vary in their level of establishment, skills, motivations and aspirations. Some may continue to develop and to thrive after SEGAMIL exits, yet absent intrinsic motivation to continue, others may dissolve.

SEGAMIL and partners also need to consider that demand for certain services or goods may need to be built or strengthened. This will require enhancing community awareness of returns on

household investments, such as investment in agricultural inputs (e.g., improved seed varieties) and services (e.g., fee-for-service agricultural extension), or in health care (e.g., investing time and resources to attend pre-natal visits).

The MTE finds "graduation" strategies at participant level, and exit strategies at project level, to be either poorly defined or poorly understood. SEGAMIL needs to work more, both project-internally and with local Guatemalan institutions and the private sector, to strategize how to optimize resource investments in the medium and long term in a context of chronic vulnerability. As implemented, SEGAMIL suffers to some extent from inclusion error[34] in its targeting practices at the beneficiary level; this is one example of an area where effective use of M&E could assist in decision-making.

Finally, the project has made important and promising connections with fellow USAID-funded initiatives, such as Rural Value Chain Project, as well as with the Guatemalan private sector, especially in agriculture. There are also incipient relationships with entities that can play a role in capacity development in some technical areas after project exit. These collaborations, especially ones where the partner has a vested interest and commitment beyond SEGAMIL project life, can be an important part of the SEGAMIL phase-out and exit strategy; here again, meaningful engagement with native institutions in this planning is critical.

The potential within SEGAMIL and in the stakeholder environment exists for consolidating project achievements and ensuring continued progress toward SEGAMIL objectives, which are commonly held objectives for food security in Guatemala's western highlands. The remaining time in SEGAMIL would be well spent reworking implementation approaches – based on recommendations not only from this MTE but dating back to the baseline – and solidifying the relationships and competencies in Guatemala critical to continued improvements in food security goals in the region. There is also an opportunity to enhance sharing and learning between SEGAMIL and PAISANO given the similarity of the projects and the challenges they face.

IX. Recommendations

SO1-Rec1: Provide more tailored, targeted and context-specific livelihood assistance to target communities

- Draw on existing knowledge and information about target communities to develop SO1 support packages that respond to differences in the potential for promotion of specific agricultural crops (potato, coffee, goats, agroforestry, etc.) and to opportunities for communities where the greatest economic potential may lie outside the agricultural sector (e.g., handicrafts, skilled labor).

[34] People that are included as project direct participants do not match with the beneficiary criteria, hence should not have been included.

- Given the limited reach of the goat "pass-on model," and the fact that it is not likely to benefit effectively poorer households as currently implemented, evaluate the model for cost-effectiveness and its contribution to achieving SEGAMIL's overall food, nutrition and livelihood security objectives. By promoting poultry or other cost-effective productive assets, the project may realize more effective use of its resources and greater improvements in household food security.
- Target assistance based on appropriateness and need, verified through means testing. This will necessarily include inclusion of food insecure households with a need for livelihood support (e.g., assistance for agricultural production) that are currently ineligible to receive support under the 1,000-days criteria. Eliminate current criteria for participation in SO1 activities (e.g., minimal land size) that exclude the participation of the poorest, most food insecure households.
- Increase support for establishing and training SILC groups as a means of strengthening participant capacity for agricultural production, accumulation of household savings, and access to credit for productive investments.
- Further integrate agricultural training with financial literacy and asset accumulation promoted through savings groups, to promote livelihood diversification at the household level.

SO1-Rec2: Increase the consistency and quality of support provided to participants in SO1 activities

- Increase the frequency and consistency of SO1 support to individual households. This may include limiting the number of SO1 participants to those who demonstrate the greatest need and/or creating financial incentives for qualified community members to assume a greater role in capacity building under SO1.
- Seek a means of shifting from the current approach utilizing handouts (e.g., food, seeds, materials) as incentives for adopting improved practices, to one that provides targeted subsidies for participants. Strengthen the capacity of participants to use subsidized inputs and services as part of a coherent plan (e.g., a business plan) for improving household economic productivity.
- Utilize training and financial incentives to promote the provision of extension support by qualified community members on a fee-for-service basis, facilitating linkages to private sector suppliers.

SO1-Rec3: Improve the current SO1 approach to SBCC

- Increase the competency and capacity of field staff to facilitate participatory, demand-driven training to participants by strengthening their skills in SBCC.

- Adopt a more holistic approach to SBCC by carrying out barrier analyses that clearly identify the obstacles to wider adoption of promoted agriculture, livestock, and natural resource management practices and potential means of overcoming them.
- Increase the frequency and quality of the learning sessions. In addition to the methodology, learning plots play a key role in promoting learning. A sizeable plot allows all participants to practice on the plot, set up small trials and practice different crops. Explore opportunities to access appropriate land with the community and community leaders in cases where access to such a plot is a challenge.
- Promote greater understanding and adoption of promoted practices through adult learning methodologies that encourage simple experimentation and experiential learning. One potential means would be to establish and engage Centers of Agricultural Investigation (*Comités de Investigación Agrícola Local*, or CIAL) as cited in the original proposal. The purposes of CIAL would be to work closely with ECADI to demonstrate skills in action and stimulate local innovation for sustainable agriculture.

SO1-Rec4: Clarify the extent to which linkages with agricultural value chains contribute to improved food, nutrition and livelihood security outcomes among project participants

- Carry out in-depth, participatory assessments of agricultural production capacity and marketing opportunities in a broad group of communities; assess intervention options in terms of their community-specific livelihood and nutritional outcomes and potential for sustainability.
- Concentrate the selection and geographic focus of value chain activities on those products that have the greatest potential to contribute to household and community economic development. In addition to potato, honey, French beans and snow peas, a strong case can be made for the incorporation of coffee given the significant number of participating households that produce coffee and the recent signature of a cooperative agreement between SEGAMIL and Anacafé.
- Promote profitable participation all along the value chain. This may include building the capacity of participants to provide agricultural inputs (e.g., fodder, seeds, organic compost), services (unskilled and semi-skilled labor, transportation) or processing demanded by agricultural value chains.

SO1-Rec5: Emphasize improved knowledge management as a means of achieving project impact

- Dedicate financial and staff resources to documenting evidence of the relative efficiency and effectiveness of various SO1 activities in meeting the overall program goal. Engage a university or research organization to support this endeavor.

- Actively partner with SC, PCI and other organizations to exchange information on promising practices in promoting improved food, nutrition and livelihood security in the western highlands.

SO2-Rec1: Implement an SBCC strategy grounded in adult education principles

- Increase the frequency of high-quality, systematic interactions with ECADI group members and include a harmonized approach for different regions. This should involve increasing the frequency and repetition of key topic areas introduced during SBCC activities. Use experiential learning techniques modelled after cooking demonstrations that seemed to be successful, and allow beneficiaries to choose topics of interest for SBCC nutrition sessions.
- To improve the quality and coverage of ECADI nutrition sessions:
    - (*Coverage*) Identify criteria for participation in ECADI sessions beyond a mother-child unit being within the 1,000 days to allow for the most vulnerable women to be included;
    - (*Quality*) Identify or create SBCC activities that women who have graduated will remain motivated to continue after the end of ration distribution. Permit non-ration beneficiaries to participate in these activities.
    - (*Quality*) Discourage the consumption of snacks that are highly processed or high in sugar or fat during ECADI nutrition sessions.
- Strengthen the quality of home visits so that they provide specialized care and counseling related to key behavioral practices during the 1,000-day window (e.g., taking iron during pregnancy, early onset of breastfeeding, initiating complementary foods at six months). Home visits should include a dialogue and holistic approach to identifying underlying determinants for malnutrition unique to that household.
- Reevaluate the coverage of promoters and consider incentivizing them for their time. The success of community mobilization and social and behavior change efforts largely depend on the promoters' abilities and effective implementation of training, learning sessions, home visits, and demonstrations. Promoters who have to spend significant time to earn their living and manage a livelihood cannot provide the quality support that is needed to change behavior. Many promoters and project staff have reported this. SEGAMIL should develop a culturally appropriate strategy to incentivize the promoters and compensate them for their time.
    - Continue to provide hands-on training and subsequent refreshers on participatory facilitation techniques, periodically monitoring the sessions and providing feedback. Continue providing supportive supervision visits to field technicians, transferring skills to develop sustainability plans with communities.

- To minimize health risks, consider supporting households with subsidized improved cook stoves or conduct the cooking demonstration sessions in open spaces.
- Increase monitoring visits from SEGAMIL technical staff. Consider rotating one staff member from SEGAMIL to participate in management meetings to allow more time for others to visit communities.

SO2-Rec 2: Implement a graduation strategy for phasing out or phasing over SO2 rations

- Define a graduation/exit strategy for women whose children turn 24 months to ensure that they understand how to maintain optimal feeding practices, understand childhood illness danger signs, and are interested in continuing with nutrition-sensitive activities beyond the receipt of rations.
- Limit one 1,000-day period per woman for ration distributions to ensure there is quality coverage and reach of activities.
- Reduce significantly the ration size and eventually eliminate the household ration. Options for phasing out SO2 rations:
  - Replace Title II commodities with commodity-based vouchers. In terms of sustainability, consider a voucher system that includes a tapering subsidy throughout the 1,000-day window.
  - Continue providing CSB+ and oil to pregnant and lactating women and children under two and implement a commodity-based voucher for the household protection ration.
  - Allow beneficiaries to receive Title II in-kind rations during pregnancy and lactation and implement a commodity-based voucher for the remainder of the 1,000 days.

SO2-Rec3: Strengthen linkages to health centers and health posts that cover the SEGAMIL project

- Evaluate the feasibility of linking MOH with SEGAMIL participants to avoid duplication of ration beneficiaries between those who are receiving them at the local health center and those receiving SEGAMIL rations. The MTE team acknowledges that given the current condition of MOH, the supply of Incaparina (a corn-soy flour mix) and Vitacereal could be unpredictable and interrupted. However, SEGAMIL should advocate for a predictable supply of Incaparina and Vitacereal at local health posts/centers for pregnant and lactating women and children under two, under the GoG Zero Pact Hunger Program as part of a phase-over graduation strategy.
- Ensure beneficiaries are participating in linear growth monitoring either in the community or through health services. It is important mothers understand that nutrition is more than weight gain. ECADI sessions address behaviors that can influence chronic malnutrition;

however, looking at length/height of a child, and via early childhood development milestones, promoters should help mothers become more aware of what chronic malnutrition looks like.

SO2-Rec4: Strengthen integration of baseline WASH findings into program strategies

- Design and implement formative research to trace the primary routes of fecal-oral pathogen exposure in communities with high diarrheal rates; use rapid assessment to guide WASH strategy at the community level.
- Consider interventions to build upon beneficiary-identified WASH needs (e.g., latrine access or improvements; school hygiene and WASH).
- Define WASH (and infrastructure) outcomes, indicators and targets (e.g., water system reliability; latrine access or improvements; school hygiene and WASH).
- Focus targeting of WASH interventions to communities with highest diarrheal and/or stunting rates; implement holistic WASH interventions that address underlying causes.
- Improve function and reliability of existing drinking water systems, either directly or in partnership.

SO2-Rec3: Align with accepted best practice for WASH access to improve impact and sustainability

- Expand current participation models (ECADI) beyond pregnant and lactating women and children to reach, at a minimum, the most vulnerable members of a community – and ideally the entire community – with targeted WASH interventions.
- Employ unsubsidized models for WASH access, using targeted subsidies only for the most poor/vulnerable households (e.g., demand-driven sanitation behavior change models such as Community Led Total Sanitation (CLTS) or Participatory Hygiene and Sanitation Transformation (PHAST), with modification for the Guatemalan context).
- Develop activities that work within, rather than parallel to, existing WASH infrastructure.
- Incorporate more holistic and deliberate WASH-related hygiene practices into the "Healthy Homes" strategy, (e.g., trainings must cover topics beyond household cleanliness and self-esteem).
- Define sanitation strategy, targets and outcomes, and strongly consider demand-driven sanitation models with proven success.

SO3-Rec1: Target institutional capacity development activities to COMUDEs and COCODEs, and support shift of COCOSAN and COLRED focus to more sustainable roles at the community level

- Negotiate agreements, interventions, methods and work calendars with the recently elected municipal corporations.
- Establish working agreements with the Municipal Planning Bureaus to join forces for strengthening the COMUDE.
- Support the development of a municipal plan for reduction of food insecurity to guide the actions of all development organizations in the municipality.
- At the community level, concentrate work on strengthening the central COCODE committee and its various commissions.
- Begin a transition process to focus the work of the COLREDes on risk management at the community level, emphasizing implementation of mitigation activities with support from the COCODE. Advocate for the municipal recognition of the COLREDes.
- Strengthen the vertical links of the COCODEs with the COMUDE in order to facilitate project management, advocacy for community needs, and mutual accountability.
- Systematize the processes for, and frequency of, sharing relevant information and accountability with the population through the community assemblies.
- Explore opportunities for coordinating efforts with the Nexos Locales program.

SO3-Rec2: Improve the quality and frequency of training based on assessments

- Provide training to all members of the groups and the COCODEs (central committee and commissions) and not just the few representatives. Identify training topics based on practical, relevant issues; create opportunities to apply training in the implementation of project activities. Increase the frequency of training.
- Review the training curriculum and methodology to ensure the development of essential abilities and skills for effectively carrying out group members' and COCODEs' roles and responsibilities.
    - Prepare and carry out work plans for the COCODEs using local materials and inputs, donated food, and funds generated from the cash contributions of the families who receive food rations.
    - Delegate the management and implementation of projects supported with food for work to COMUDEs and COCODEs to strengthen their management, administration and accounting abilities.

- Facilitate the development of community disaster risk mitigation and local response plans. Support implementation of the mitigation plans by means of identification and use of local resources, and use of food for work and other resources that can be obtained from governmental and non-governmental organizations and the private sector.
- Talk with COCOSAN representatives about their roles as established in the country's legal framework, as opposed to their current roles, which correspond more to a community committee to support implementation of SEGAMIL SO2 activities that would stop functioning at the end of the project.
- Strengthen linkages and possible incorporation of the COCOSAN within the COCODEs structure.

SO3-Rec3: Integrate youth in the ECADI approach

- Explore the possibility of integrating youth into the ECADI for training on agriculture, entrepreneurship, and reproductive health education.
- Identify suitable productive projects that improve social skills and offer income potential for youth.
- Create cross-learning opportunities for youth groups to expose them to successful initiatives that can be adapted or replicated to enrich their learning and development.

SO3-Rec 4: (WASH) Strengthen alignment with USAID/Guatemala CDCS to strengthen governance and capacity building as a key strategy to improve WASH access

- Reinforce approaches that contribute to, not bypass, state building and government accountability to citizens.
- Facilitate a knowledge-sharing session between SEGAMIL and PAISANO management and staff to share lessons learned from working with local and municipal government bodies.
- Work collaboratively with USAID/FFP, USAID/Guatemala, and PAISANO to strategize on the best way forward.

SO3-Rec5: (WASH) Expand capacity building and governance approach to improve function and reliability of existing drinking water systems

- Define key agreements or commitments that will be in place between the OMAS, COCODE, and water committee at a local/municipal level.
- Define key agreements and programs in place between OMAS and INAP and INFOM structures at a regional/national level.
- Define the financial commitments for future WASH hardware/access needs.
- Incorporate financial transparency metrics at the municipal/community level.

M&E-Rec1: Improve project performance and targeting of interventions using learning from baseline and monitoring results

- Widely share the baseline study report with staff at all levels to increase their understanding of what the project "start line" was in terms of all performance and contextual indicators, and what that means in terms of expected change by the end of the project. All staff from CRS, CARITAS and ADIPO should clearly understand the baseline in order to contribute strategically to the success of the project goal. One way to communicate effectively the findings is to making presentations of the baseline study findings to the staff, and discuss the implications for project implementation.
- Consider developing and implementing an internal data quality assurance mechanism. This should take into consideration all data quality standards such as validity, reliability, precision, integrity and timeline. Consult FFP M&E and Reporting Policy and Guidance and ADS 203 for guidance in developing a data quality assurance system.
- Take advantage of the baseline study to explain the methodology and the definition of the population in the population-based baseline and final evaluation surveys, to help staff understand that the project will be evaluated not only based on direct project participants, but also on the community in which the project has been operating. Consider developing and implementing strategies to promote secondary adoption.
- Consider developing strategies to increase data use for decision-making. This would include conducting analysis tailored to the needs of various stakeholders (management staff, technical staff and partners), interpreting the results, and communicating the results in an effective and timely manner.

Sust-Rec1: Sustainability: Revise the sustainability strategy to make it more market-oriented and less reliant on government

- Review current provision of free or subsidized inputs, and the blanket distribution of 1,000-days food rations. Consider prioritizing households to receive subsidized support based on economic status through means testing. The project should tailor support to the individual's livelihood strategy and not based on their association, position in the group or any other criteria. Wherever possible, the project should use local markets as a conduit for access to inputs and food, through vouchers or other means.In the absence of a strategic exit strategy that phases out free inputs, and/or transitions free or subsidized inputs over to fee-for-service, market, or well-functioning government service, providing free resources can pose a serious threat to the sustainability of activities and impact after the project ends.
- Identify the outcomes that should be sustainable and the critical services necessary to sustain them.
- Consider investing in demand creation by supporting the delivery of high-quality services that lead to tangible benefits, developing the capacity of service providers, and ensuring a

sustained source of resources for each input currently provided by the project. Potential sources include:

  - Agricultural and non-agricultural activities that are run profitably and can pay for services;
  - Funds leveraged through government operating budgets;
  - Funds provided by other donor agencies or NGOs; and
  - Contributions by community members in cash or in kind, or other types of innovative finance.

- Explore potential fee-for-service models for providing ongoing technical support and services, using private input suppliers as sources of extension information, taking advantage of the savings groups to access inputs, and building the capacity of the MoA, MoH and other entities that have the potential for long-term service provision.

- In the last year of SEGAMIL implementation, use market-based approaches to finance the critical services necessary to sustain key food security and nutritional outcomes.

Gen-Rec1: Mainstream gender Integration into the project implementation strategy

- Involve men and youth into agriculture and livelihood activities so they directly benefit from and participate in SEGAMIL services. The project can achieve this by delinking SO1 from the 1,000-days ration and developing training and other opportunities based on the needs and the local economy. Potential areas of involvement could be including them in fee-for-service delivery initiatives, engaging them in production and marketing of produce that could be linked with the voucher for 1,000-days ration, and developing skills on alternative livelihood strategies.

- Assess the time burden on women due to their participation in SEGAMIL activities and develop strategies to minimize the burden.

- Consider revisiting the project's gender analysis in view of the MTE recommendations, using headquarters, Mission and FFP gender advisors as resources.

- Pilot "agents of change" in one third of the communities, with a clear performance benchmark and timeline. Scale up based on the performance of the pilot.

Annex A: Evaluation Protocol

Draft Protocol for SEGAMIL and PAISANO Midterm Evaluation, Guatemala

Introduction

This methodology and protocol is developed for the midterm evaluation of SEGAMIL and PAISAO programs in Guatemala. The two development food assistance programs funded by U.S. Agency for International Development (USAID) Office of Food for Peace (FFP) in FY 2012. FFP issued two awards: one to Catholic Relief Services' (CRS) Seguridad Alimentaria Enfocada en los Primeros 1,000 Días[35] (SEGAMIL) program in San Marcos and Totonicapán departments; and the second to Save the Children's (SC) Programa de Acciones Integradas de Seguridad Alimentaria y Nutricional del Occidente[36] (PAISANO) program in Quiché, Huehuetenango, and Quetzaltenango departments. The main purpose of these two programs is to improve long-term food security and nutrition in the Western Highlands.

Both of the programs seeks to address issues related to food insecurity, improve agricultural productivity and production, enhance farm and non-farm income to improve food availability and access and improve health and nutritional outcomes of poor and vulnerable households.

Program activities include, training farmers and agricultural leaders in improved crop production techniques and natural resource management, creating micro-watershed communities, facilitating savings and lending groups, improving preventative health services and referrals, providing conditional food rations, and schools; strengthening community groups for disaster preparedness and emergency response establishing municipal-level early warning systems.

The midterm evaluation will be jointly implemented by FFP, Save the Children and CRS. Technical staff from FFP, Bureau of Food Security, CRS and Save the Children will form the evaluation team.

The evaluation seeks to review, for each program, the effectiveness of the processes and approaches, offer the opportunity to identify effective activities and strategies for scaling up, but also modify those that are not serving the program's goal. The evaluation will review, for each program, how well the delivery of an intervention matches the original, approved plans, and to identify factors that contribute to greater/lesser efficiency and quality of outputs and to the greater/lesser acceptance of the interventions and outputs in target communities.

The evaluation will identify the lessons learned and best practices employed by either program that could be scaled up and/or incorporated into each program as appropriate.

[35] Food Security Focused on the First 1,000 Days
[36] Integrated Food Security and Nutrition Program in the West

The evaluation will also review the implementation processes for producing planned outputs in the Detailed Implementation Plans (DIP). The evaluation will consider these processes and assess whether the program logic reflected in the results framework, measured by indicators per result presented in the Indicator Performance Tracking Table (IPTT), is likely to be achieved. The evaluation will seek to identify factors in the program's implementation or the context that appear to promote or impede the intended results, objective, and impact.

The evaluation will offer prioritized recommendations to improve the effectiveness of project processes. It is expected that the projects will take the recommendations to adjust the strategies to maximize the impact on the project beneficiaries.

Description of Programs to be Evaluated

The two programs being evaluated are the following:

1. CRS SEGAMIL Program

SEGAMIL program is implemented by CRS in coordination with local partners *Asociación de Desarrollo Integral para el Occidente* (ADIPO) and Social Pastorate/Caritas San Marcos. SEGAMIL serves 10,500 families each year, or approximately 23,500 families, over the life of the program (August 1, 2012 to July 31, 2018) in eight municipalities in the departments of San Marcos and Totonicapán. The overall goal of SEGAMIL program is to improve food security with an integrated approach in targeted micro-watersheds in eight municipalities in the Guatemalan Western Highlands. To achieve the goal CRS and its partner organizations hope to achieve improved food access of farmer households, reduce chronic malnutrition among vulnerable rural populations in targeted micro watersheds and improve local and municipal resilience systems to improve food security. SEGAMIL aims to empower women so that they can improve health and nutrition status for themselves and their children.

2. Save the Children PAISANO Program

PAISANO program is implemented by Save the Children with the Project Concern International (PCI) in the 13 municipalities in the departments of Quiché, Quetzaltenango and Huehuetenango. Save the Children directly implements the program activities in eight municipalities of Quetzaltenango and Quiché while PCI implements the activities in five municipalities in Huehuetenango. PAISANO serves 26,500 vulnerable rural families in the region. The overall goal of PAISANO is to reduce food and nutrition insecurity for the most vulnerable rural families in the region. Specifically, the project targets rural communities suffering from food insecurity; at risk of suffering from food insecurity; and communities with a high prevalence of chronic malnutrition. To achieve the goal Save the Children and PCI hope to achieve increased household access to food, reduce malnutrition among girls and boys under 5 years and improve community resilience. The project aims to ensure gender equality, mitigate environmental consequences and influence behavior change.

Evaluation Objectives and Primary Questions

The objectives of the midterm evaluation are to:

1. Assess the strengths and challenges of program implementation and outputs in terms of meeting terms agreed with FFP and their acceptability and usefulness to the targeted communities, and identify factors that appear to enhance or detract from the efficiency, quality, acceptability, and usefulness of the activities' implementation and outputs.
2. Present, through qualitative methods and available routine monitoring data, evidence of changes (intended and unintended) associated with program activities and outputs, assess how well the observed changes support the logic of the results frameworks and identify factors in the implementation or context that impede or promote the achievement of target results .
3. Review SEGAMIL and PAISANO's plan to make adjustments to programming per the recommendations from the USAID team based on the Assessment of the Western Highlands Integration Program (WHIP) in Guatemala. Review the recommendations in line with the findings from the midterm evaluation team and suggest adjustments if necessary. Assess the progress in coordination and collaboration with other actors within the Western Highland Integration Project, Department Development Committees, SESAN, Zero Hunger Pact, NutriSalud, and Rural Value Chain Program.
4. Review logic of both program's results frameworks to assess the hypothesis, risks, assumptions and the progress made by using the program service and delivery mechanisms.
5. Review the processes for capturing and documenting lessons learned, including feedback from the perspective of stakeholders and beneficiaries. Assess the systems in place to adjust program strategies to incorporate learning. Determine how well outcomes, systems, and services are designed to be sustainable, and the progress towards implementing sustainability strategies.
6. Determine how well the programs considered gender-equality with regard to access to, participation in, and benefitting from the activities, and how the choices and focus of activities are gender-sensitive.

The evaluation is expected to provide answers to the following key questions. The order of the question is not based on the importance or priority.

1. To what extent has the program adhered to the implementation plan, outputs, and targets reached? What factors promoted or inhibited adherence to schedules? How were problems and deterrents managed?

2. What are the strengths and challenges of the program design and management processes so far? What key factors of program management are associated with positively and negatively influencing the quality of planned outputs? How SEGAMIL and PAISANO management and technical specialists use data to inform programmatic decisions, referral and follow up? What processes have been instituted to improve data collection and data quality?

3. How effective is the pass on model[37] to address food insecurity and nutrition needs of the most vulnerable population? Is there any evidence suggesting that the model is working? Does it have the potential to support the target community within the program life and help achieve the program strategic objective and intermediate results?

4. In each technical sector, what are the strengths and challenges to the implementation of activities and processes and the quality of outputs? How well do implementation processes adhere to the internationally acceptable underlying principles (for example participatory approaches, and experiential learning or learning-by-doing) and internationally established approaches, methodology and processes? What factors in the implementation and context are associated with greater/lesser efficiency in producing outputs of higher/lower quality? Which activities and implementation processes are more or less acceptable to members of the target communities and why? What business opportunities have been created to enable beneficiaries to participate into value chains? How they could be improved? Which FTF-supported technologies, training, extension and other services were shared with FFP beneficiaries? Will FFP beneficiaries likely be ready to be incorporated into an FTF value chain activities by the end of the program?

5. How effective are the social and behavior change communication (SBCC) strategies and approaches? Are the strategies adequate to influence targeted practices and behaviors to promote optimum infant and young child feeding practices and health and sanitation practices of mothers, caretakers and children? Are the SBCC strategies and messages consistent, adequately contextualized, adequately disseminated and communicated? What is the perception of different target groups? Are there any evidences suggesting that the practices and behaviors promoted by the programs are being adopted by the target groups?

6. What changes do community members and other stakeholders associate with the program's activities? Which factors appear to promote the apparent changes, and which have deterred intended changes? How do the changes correspond to those hypothesized by the program's results framework?

[37] The "pass-on model" is an approach where, for example, goats are loaned to a beneficiary, who pays in-kid by giving out the first two female offspring free to the next listed beneficiaries. The beneficiary also receives dairy entrepreneurial skills. The purpose is to ensure the spread of dairy goats in the communities involved, as the beneficiary recipients of goats are all expected to give their first two offspring free.

7. Based on the findings from 1-6, above, how could the program be modified to improve its acceptability to targeted communities or the efficiency and effectiveness of its implementation? How should the program's results framework be refined or modified?

The Evaluation Team

The xxx person evaluation field team made up of USAID technical specialists and specialists from Save the Children, PCI and CRS with an equal mix of men and women, offers expertise in program evaluation, qualitative analysis, gender analysis, community mobilization, behavioral change communications, and resilience.

The evaluation team consists of the following members:

Arif Rashid, will assume overall responsibility for the evaluation, assuring that the SOW is carefully followed, that high quality information is collected and carefully analyzed, that the team maintains the objectivity and follows the proposed timeline (see below). Arif will take responsibility to analyze monitoring data collected by the projects, review M&E systems and management structure and functionality. Arif together with Adam Reinhart will take responsibility for analysis of community resilience implemented by Save the Children.

Melanie Thurber, Nutritionist and Social and Behavioral Change Specialist, will review activities around infant and young child feeding practices, maternal health and nutritional practices, growth monitoring and behavioral change communication strategies to promote behaviors to reduce malnutrition.

Adam Reinhart and Suzanne Poland, Agriculture and Livelihoods Specialist will review interventions related to agriculture and livelihoods promotions. They will review approaches designed and implemented by CRS, Save the Children, PCI and their partners to transfer knowledge and practices around agriculture and other livelihood strategies.

Interface Between Qualitative and Quantitative Studies

The midterm evaluation will apply a primarily qualitative approach, while project monitoring data (depending on the quality) may be used to measure the intermediate outcomes and evaluate the results framework and projects' performance in achieving beneficiary-level targets. The evaluation team will design the overall approach and will employ a variety of qualitative primary data collection methods, including semi-structured in-depth-interviews, group discussions, key informant interviews, and direct observation.

Desktop Review

The team will conduct a desktop review of the following documents:

1. Program Proposal Narrative and relevant Attachments
2. Annual Reports and Performance Indicator Reference Sheet defining the calculations and sources of annual indicators
3. Pipeline and Resource Estimate Proposal narratives
4. Program routine monitoring records and reports
5. Program monitoring tools, including the IPTT and Performance Monitoring Plan
6. M&E plan
7. Food distribution reports: locations, type, quantities and time planned and actual quantities and time delivered
8. SEGAMIL and PAISANO conducted formative research and barrier analyses reports
9. Program commodity management reports and descriptions of processes and tools
10. SERGAMIL and PAISANO Baseline study report
11. Program monitoring data sets either in Excel or SPSS format for analysis by the evaluation team
12. Report on Key Takeaways and Recommendations from the Assessment of the Western Highlands Integration Program (WHIP) in Guatemala. January 11-17, 2015
13. Government of Guatemala Poverty Reduction and food security initiatives strategies and national nutrition plan
14. Feed the Future formative research and barrier analyses

Types of Information to be collected

The team will carry out interviews with staff of USAID, PVOs, partner NGOs, and host Government officials including the following:

- Feed the Future, and Global Heath staff and other USG offices in Guatemala;
- SEGAMIL and PAISANO staff and with their implementing partners at both country level office and field level;
- Key staff implementing WHIP
- Project participants, indirect beneficiaries, non-beneficiary community members, community leaders etc.;
- Key Government of Guatemala representatives at both national and local levels;

Site visits will include semi-structured in-depth interviews, focus group discussions (with beneficiaries and non-beneficiaries), and program constraints assessments with program managers, technical staff, service providers (frontline staff and volunteers) and beneficiaries focusing on the perceived program effectiveness, constraints inhibiting effectiveness and suggested means of overcoming these constraints.

The evaluation team will purposively select an array of interview sites representing different livelihood strategies, program coverage, quality of service delivery, agro-ecological zones, and access to resources and services.

The Evaluation Process

The entire evaluation process, covering an estimated three months' time period including four weeks of in-country information collection will involve the following:

- Team planning meetings
- Scheduling
- Development of protocols and data collection instruments
- Interview beneficiary, non-beneficiary community members, project staff, volunteers, community leaders and Government officials
- Observe knowledge and technology transfer sessions
- Review monitoring and other management processes
- Validating/ground-truthing meeting with concerned organizations and other primary stakeholders
- In country debriefing to primary stakeholders
- Preparation of a draft evaluation report
- Preparation of a final evaluation report.

Overview of Qualitative Data Collection Methodology

The team will start reviewing documents and analyzing monitoring data in June before arriving Guatemala City on July 6, 2015. The first few days in Guatemala City will be spent meeting with USAID Mission officials and with program managers of participating organizations, local NGOs and relevant Government officials.

The team will spend approximately two weeks in SEGAMIL and two weeks in PAISANO implementation areas.

During an average data collection day, the team anticipates the following:

- Twelve to fifteen in-depth interviews with some combination of local staff, service providers, implementing partners and volunteers, government counterparts, and community leaders. The team members will split into two groups, visit different communities and conduct interviews simultaneously; (Estimated time allotted for each interview = 30 minutes)

- Four to six group meetings, each with an average of 10 participants; (Estimated time allotted for each group meeting = 90 minutes);[38]
- Four household interviews (carried out by two evaluation teams of two to three persons each) – with selection criteria based on purposive sampling with a particular effort to interview a reasonable cross-section of beneficiary households. (Estimated time allotted per interview= 45 minutes.)

It is expected that some meetings with local staff will be carried out in English with all other meetings, group discussions and household interviews conducted in local language with the help of translators. Field translator/interpreter will also travel with the team during the field work to assist team members who doesn't speak the local language and provide direct simulations interpreting of proceedings.

Team member notes will be taken by individual team members during data collection process. Wherever possible, same sex interviewer and participant will be utilized. Team members will also use photography as a data collection tool.

In addition to interviews and groups discussions, the team will observe growth monitoring and promotion (GMP) sessions, knowledge and technology transfer sessions, demonstration plots, pass-on model demonstrations and other household or community-based activities.

Data Analysis

The advantage of qualitative methods is to have the ability to conduct real time analysis of the information. Every evening the team will meet to compare notes, triangulate data, share observations to identify patterns, develop hypothetical statements of what happened to look for similar events on the following days and see if the hypothesis holds true. If it doesn't, the team will revise hypothesis.

The team members will analyze primary data using commonly used qualitative analytical methods including matrix, trend, and induction analysis and quasi statistics methods. The team will initiate the analysis of collected data as a whole after the completion of field work. Project monitoring data will be analyzed using SPSS.

Topical Outline

As qualitative methods will be used to collect primary data, instead of developing structured data collection instruments, the team members will develop topical outlines which include key thematic questions. These questions will be developed by individual team members based on the literature

[38] Group meetings will be single sex and, in the case of women, will not combine older and younger women; separate group discussions with project participants and non-participant community members

review and key evaluation questions. The only exception would be the semi structured interviews. The team will develop instruments for semi-structured interview which include a combination of open-ended and closed questions. The semi-structured interview instruments will also be developed based on the evaluation questions and literature review and will be ready to share one week before the field work begins.

The topical outlines, however, indicate only the thematic major line of inquiry. All interesting or unusual responses will be pursued with follow-up questions.

The evaluation team will seek consent from the participants (See Appendix A for consent forms.) No names will be recorded in interviews and group discussions. No group session will be started until it is clear that the participants are homogeneous (i.e. no mixing of sexes or of older and younger women). The evaluation team will consult with the local authorities about these processes, and local authorization will be obtained if deemed necessary.

The team will use Program Constraints Assessment (PCA) which has been used widely, to assess perceptions of project staff, volunteers and beneficiaries of the two programs, their estimates of efficiency and benefits, to identify constraints, and to elicit optimal means of addressing these constraints. The PCA is generally constructed from the following questions:

1. Are you familiar with the _____ project? (Describe the project, if the name is not familiar.)
2. Can you explain what this project seeks to accomplish?
3. How have you or other members of your household been involved in/affected by this project? For how long have you/they been involved?
4. Please describe any ways you or your family have benefited from the project.
5. Please describe any ways the project has reduced your wellbeing, or that of any member of your family.
6. How effective do you believe the project is in accomplishing its purposes? (These can be explained, if not adequately covered in Question 2.)
7. What constraints do you believe inhibit the project from fully accomplishing its purposes?
8. (For each of these constraints) what is your suggestion on means by which this constraint can be overcome?

Note that for project staff and volunteers, the first five questions would be eliminated.

The team will organize the constraints identified and the suggestions received during the PCAs in tabular form, with suggestions to address specific constraints grouped into categories of "technical" (those which lend themselves to adjustments at project sites); "policy and processes" (those require project wide methodological adjustments and higher level decisions); and "investigation and training" – where additional training or investigation is needed to address the constraint.

Sampling and Participant Selection

The evaluation will seek to collect data from each of the geographic areas being covered by each project – being sure to reach both readily accessible and less accessible areas. The evaluation team will request SEGAMIL and PAISANO management to provide lists of all target communities organized by departments. The lists should identify the following information:

a) Categorize (near and far) the communities according to proximity to major infrastructure (markets, roads, towns)
b) Categorize (early adopters, slow adopters) the communities according to their adoption of project promoted practices
c) Identify the communities based on the coverage of services (ag, livelihoods, MCHN, etc.) provided by the projects

The evaluation team will purposively select villages/ communities from each categories to get a wider perspective of the challenges faced by the projects and the successful implementation of interventions. In each village/ community visited, the team will identify beneficiary households for interview with the assistance of project staff, volunteers and village leaders and will randomly select individuals for interview to assure that households selected represent the economic and geographic diversity of a village.

Schedule

The evaluation will proceed according to the timeline indicated in the Gantt Chart attached as Annex B. In changes to be made to the timeline, the evaluation team will discuss this with the partners and will update the Gantt Chart.

The team will map out a tentative travel schedule (see Appendix C) which will be added to the protocol after the full team is assembled and discussion with the project managements and USAID Mission in Guatemala. The evaluation team plans to start with a qualitative data collection in the SEGAMIL (CRS) program area as requested by the partners.

A physical map of project areas by department is included as part of Appendix D [to be added later on. We need the map from the partners].

Final Report

The team's final report, not to exceed 50 pages, will seek to meet the following criteria:

- Represent a thoughtful and well-organized effort to objectively evaluate what has been working well and should be continued as is, what did not and why and how to modify?
- Address all evaluation questions included in the scope of work;
- Include the scope of work as an annex;

- Explain the evaluation methodology in detail. All tools used in conducting the evaluation, such as questionnaires, and checklists will be included in an Annex in the final report;
- Disclose limitations to the evaluation, with particular attention to the limitations associated with the evaluation methodology;
- Findings should be specific, concise, and supported by evidence from the analyses of the quantitative secondary data from annual monitoring and/or qualitative interviews and observations;
- Properly identify and list all sources of information in an annex;
- Include recommendations that are supported by evidence and will inform adjustments to the remaining period of the project life.

Illustrative Informed Consent Forms

Qualitative Midterm Evaluation of SEGAMIL and PAISANO in Guatemala

1. Interviews with Beneficiaries

Hello! My name is XXX. I am here from a team to understand the effectiveness of the services that you receive from PAISANO/SEGAMIL and what changes need to be made to improve effectiveness.

You are one of several participants who will be interviewed through this process. During this interview, I will ask you questions related to SEGAMIL/ PAISANO program. Your experience as a beneficiary of the program will be very valuable to our understanding and knowledge of the program. The data collected through this evaluation may also be used for additional analysis purposes in the future. There are no wrong answers to the questions we will be asking in the interview. This evaluation will involve your participation in an interview that will take approximately 30 to 60 minutes. Your participation in this interview is completely voluntary. It is your choice whether to participate or not. There will be no risk as a result of your participation in the interview. You are free to withdraw your consent and stop participating in the interview at any time. Non-participation will not affect the services/benefits that you usually get.

All information given by you will be strictly treated as confidential and you will only be quoted if you give us the permission to do so. The information collected from this interview will be recorded but kept private and will not be shared with anyone outside of the evaluation team, and nothing will be attributed to you by name. Recorded interview/discussion will be destroyed after data retrieval is over.

If you have any questions, please feel free to ask me or another member of the evaluation team.

We highly appreciate your participation.

Are you willing to participate in the study?

1. Yes 2. No

Are you willing to be recorded?

1. Yes 2. No

Signature of the interviewer: _____ Date: ____/_____/2015

Name of the participant: _____

Signature of the participant: _____ Date: ____/_____/2015

Contact information: Arif Rashid, Email: arashid@usaid.gov, Tel: (202) 216-3516

2. Interviews with Key Informants

Hello! My name is XXX. I am here from a team to understand the effectiveness of the services that you receive from PAISANO/SEGAMIL and what changes need to be made to improve effectiveness.

You are one of several key informants who will be interviewed through this process.

During this interview, I will ask you questions related to PAISANO/ SEGAMIL program. Your experience as a _____ will be very valuable to our understanding and knowledge of the program. The data collected through this evaluation may also be used for additional analysis purposes in the future. There are no wrong answers to the questions we will be asking in the interview. We will use approximately 30 to 60 minutes of your time to collect all the information.

Your participation in this evaluation is completely voluntary. It is your choice whether to participate or not. Your decision will not affect your job or job-related evaluations in any way. There will be no risk as a result of your participation in the evaluation. You are free to withdraw your consent and stop participating in the interview at any time.

All information given by you will be strictly treated as confidential and you will not be quoted. The information collected from this interview will be recorded but kept private and will not be shared with anyone outside of the evaluation team, and nothing will be attributed to you by name. Recorded interview/discussion will be destroyed after data transcription is over.

If you have any questions, please feel free to ask me or another member of the evaluation team.

We highly appreciate your participation.

Are you willing to participate in the evaluation?

1. Yes 2. No

Are you willing to be recorded?

1. Yes 2. No

Signature of the interviewer: _____ Date: ____/_____/2015

Name of the participant: _____

Signature of the participant: _____ Date: ____/_____/2015

Contact information: Arif Rashid, Email: arashid@usaid.gov, Tel: (202) 216-3516

3. Group Discussions

Hello! My name is XXX. I am here from a team to understand the effectiveness of the services that you receive from PAISANO/SEGAMIL and what changes need to be made to improve effectiveness.

You are one of several participants identified for the group session. During this session, we will ask you questions related to PAISANO/SEGAMIL program. Your experience as a beneficiary of the program [or a community member] will be very valuable to our understanding and knowledge of the program. The data collected through this meeting may also be used for additional analysis purposes in the future. There are no wrong answers to the questions we will be asking in the interview. This evaluation will involve your participation in a group discussion that will take approximately 90 minutes.

All information given by you will be strictly treated as confidential and you will not be quoted. The information collected from this meeting will be recorded but kept private and will not be shared with anyone outside of the evaluation team, and nothing will be attributed to you by name. Non-participation will not affect the services/benefits that you usually get.

We cannot assure complete confidentially because other participants may share the information with people outside of the focus group. We request you and other participants to keep the discussions in the group confidential.

Your participation in this meeting/discussion is completely voluntary. It is your choice whether to participate or not. There will be no risk as a result of your participation in the evaluation. You are free to withdraw your consent and stop participating in the discussion/interview at any time. Recorded interview/discussion will be destroyed after data transcription is over.

If you have any questions, please feel free to ask me or another member of the evaluation team.

We highly appreciate your participation.

Are you willing to participate in the discussion?

1. Yes 2. No

Are you willing to be recorded?

1. Yes 2. No

Signature of the interviewer: _____ Date: ____/_____/2015

Signature of the interviewer: _____ Date: ____/_____/2015

Signature of the participants Date: ____/_____/2015

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

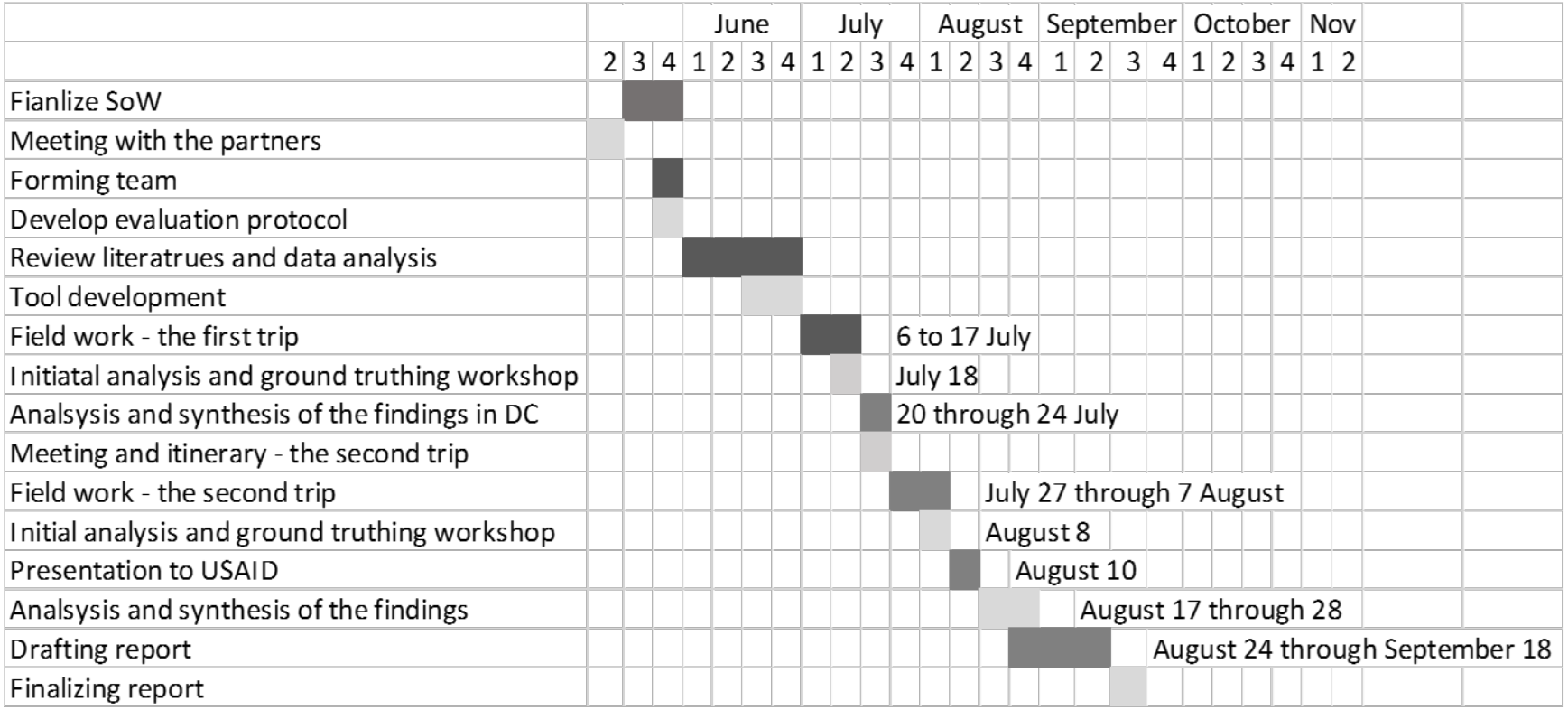
Name: _____ Signature: _____

Name: _____ Signature: _____

Name: _____ Signature: _____

Contact information: Arif Rashid, Email: arashid@usaid.gov, Tel: (202) 216-3516

Timeline


June
July
August
September
October
Nov
2 3 4 1 2 3 4 1 2 3 4 1 2 3 4 1 2 3 4 1 2 3 4 1 2
Fianlize SoW
Meeting with the partners
Forming team
Develop evaluation protocol
Review literatrues and data analysis
Tool development
Field work - the first trip
6 to 17 July
Initiatal analysis and ground truthing workshop
July 18
Analsysis and synthesis of the findings in DC
20 through 24 July
Meeting and itinerary - the second trip
Field work - the second trip
July 27 through 7 August
Initial analysis and ground truthing workshop
August 8
Presentation to USAID
August 10
Analsysis and synthesis of the findings
August 17 through 28
Drafting report
August 24 through September 18
Finalizing report

Annex B: List of People Interviewed

	Name	Title	Organization	Community	Municipality/ Department
1	Francisco Tzul	Program Manager, SEGAMIL	ADIPO		
2	Maria Rosabel Vasquer	Manager Administration, SEGAMIL	ADIPO		
3	Estras Orozio	Field Coordinator, SEGAMIL	ADIPO		
4	Luis Antonio Vilasquez Fuester	Program Accountant, SEGAMIL	ADIPO		
5	Eunice Joachin	Health Technician	ADIPO		
6	Dina Joachin	Agriculture and Livelihoods Technician	ADIPO		
7	Selvin Estrada	Community Organization Technician	ADIPO		
8	Fredy Buillen		ADIPO		
9	Demetrio Felix	Commodity/ Food Technician	ADIPO		
10	Brenda Yes	MEAL Specialist	ADIPO		
11	Vimieroi Lipoz Malbwado	Program Manager, SEGAMIL	Caritas		
12	Jorge Armando Rodas Fernandez	M&E Coordinator, SEGAMIL	Caritas		
13	Jorge Rodas	MEAL Specialist	Caritas		
14	Byron Fernando	Field Coordinator, SEGAMIL	Caritas		
15	Monica Rodriguez	Chief of Party, SEGAMIL	CRS		
16	Fernando Erazo	SBCC Specialist, SEGAMIL	CRS		
17	Cecelia Garua de Leon	Health and Nutrition Specialist, SEGAMIL	CRS		
18	Libertad Peusita Rodriguez Lopez	Gender Specialist, SEGAMIL	CRS		
19	Francisco Ruiz	Head MEAL	CRS		
20	Gustavo Chew	MEAL Coordinator, SEGAMIL	CRS		
21	Virginia Tzul	Health Technician	CRS		
22	Edwar Garcia	Agriculture y Natural Resources, SEGAMIL	CRS		
23	Patricia Velásquez	Savings and Lending, SEGAMIL	CRS		
24	Miguel Orozco	Agroenterprise Development, SEGAMIL	CRS		
25	Agriculture Coordinator, SEGAMIL	CRS			
26	Agriculture Leader, SEGAMIL	CRS			
27	Minra Herrera Lopez	Volunteer Counselor	PCI		
28	Alizeth Vasquez Jimenes	Volunteer Counselor	PCI		
29	Merly Rodriguez	Mother Leader	PCI		

30	Trinidad Lourdes Silvestre	Health and Nutrition Technician, PAISANO	PCI		
31	Maria Alejandro	Health Specialist, PAISANO	PCI		
32	Israel ____	Infrastructure Specialist, PAISANO	PCI		
33	Lleandro Lopez Pasqual	Resilience Coordinator, PAISANO	PCI		
34	Henry Gómez	Women's Empowerment Technician, PAISANO	PCI		
35	Luis Escobedo	Organization and Food Logistics Technician, PAISANO	PCI		
36	Natan Rivas	Livelihoods Technician, PAISANO	PCI		
37	Omar Gutiérrez	Monitoring and Evaluation, PAISANO	PCI		
38	Erick Tambito	Marketing Official, PAISANO	PCI		
39	Carlos Macario	Livelihoods Specialist, PAISANO	PCI		
40	Rodrigo Arias	Chief of Party, PAISANO	Save the Children		
41	Hector Veliz	Warehouse Supervisor, PAISANO	Save the Children		
42	Francesco Zucaras	Administration and Commodity Logistics Coordinator, PAISANO	Save the Children		
43	Esau Tzoc	M&E Technician, PAISANO	Save the Children		
44	Felipe Perez	Monitoring Technician	Save the Children		
45	Selvyn Fuentes	M&E Specialist	Save the Children		
46	Leonardo Argueta	Field Coordinator	Save the Children		
47	Byron Palacios	Community Resilience Supervisor, PAISANO	Save the Children		
48	Alejandro Cali	Livelihoods Specialist, PAISANO	Save the Children		
49	Leonso Godines	Coordinator, North Region, PAISANO	Save the Children		
50	Wendy Garcia	Marketing and Business Development Specialist, PAISANO	Save the Children		
51	Miguel Angel Chipel	Agricultural and Livelihoods Technician, PAISANO	Save the Children		
52	Enrique Bulux	Food Supervisor, PAISANO	Save the Children		
53	Sergio Tello	Coordinator and Livestock Advisor CEPROCAL and PAISANO	Save the Children		
54	Martina Pablo Mendoza	Promoter			
55	Estela Lopez	Health Promoter	Tuilahala		
56	German R. Gonzalez Dias	Secretary	SESAN	Guatemala City	Guatemala
57	Carlos Heer	Sentinel Sites Coordinator	SESAN	Guatemala City	Guatemala
58	Natalie Roehrs	Manager and Owner	Be Waffles Cafés	Guatemala City	Guatemala
59	Columba Sagastume	Consultant for CRS	Independent	Guatemala City	Guatemala
60	Mireya Palmieri	Consultant for CRS	Independent	Guatemala City	Guatemala

61	Dan McQuillan	Program Manager-Agriculture	CRS-Guatemala	Guatemala City	Guatemala
62	Lorena Méndez	Gastronomy Director	Saúl Restaurants	Guatemala City	Guatemala
63	Roly Godinez	WASH Specialist, SEGAMIL	Caritas	Quetzaltenango	Quetzaltenango
64	Jorge Sandoval	Resilience Supervisor	ADIPO	Quetzaltenango	Quetzaltenango
65	Salvador Casado	Resilience Coordinator	CRS	Quetzaltenango	Quetzaltenango
66	Marco Rivera	Field Coordinator	CRS	Quetzaltenango	Quetzaltenango
67	Juan Acabal Torres	Community Mayor	Municipal Authority	Jutacaj/Xequemeyaj	Momostenango, Totonicapán
68	Cristina Lool	Agriculture Technician	ADIPO	Xequemeya	Momostenango, Totonicapán
69	Catarina	Health Promoter	ECADI	Xequemeya	Momostenango, Totonicapán
70	Augusto Escobar	Municipal Manager	Municipal Government	Momostenango	Momostenango, Totonicapán
71	Esaú Guerra	Municipal Representative	SESAN	Momostenango	Momostenango, Totonicapán
72	Gabriel Velasquez Acabal	President	Municipal Authority	Pasuc	Momostenango, Totonicapán
73	Moise Pelico Chanchabaj	Secretary	Municipal Authority	Pasuc	Momostenango, Totonicapán
74	Santiago Coxaj Pelico	President	COCOSAN	Pasuc	Momostenango, Totonicapán
75	Lidia Zarat Lopez	Coordinator	COCOSAN/COLRED	Xequemeya	Momostenango, Totonicapán
76	Carmelita Zarate	Assistant Coordinator	COCOSAN/COLRED	Xequemeya	Momostenango, Totonicapán
77	Efrain Zarate	Secretary	COCOSAN/COLRED	Xequemeya	Momostenango, Totonicapán
78	Marino Hernández	Resilience Technician	ADIPO	Momostenango	Momostenango, Totonicapán
79	German	Director	Public School	Tzanixnam	Totonicapán
80	Hipolito	Mayor Assistant	Auxiliary Mayor	Tzanixnam	Totonicapán
81	Francisco	Coordinator	COLRED - COCOSAN	Tzanixnam	Totonicapán
82	Paulina Tacam	Agriculture Promoter	ECADI	Tzanixnam	Totonicapán
83	Isaias Garcia Tzoc	Health Technician	ADIPO	Chuisactol Centro	Santa Maria Chiquimula, Totonicapán
84	Maria León Castro	Health Promoter	ECADI	Chuisactol Centro	Santa Maria Chiquimula, Totonicapán

85	Juan Francisco	WASH Specialist, SEGAMIL	Caritas	San Marcos	San Marcos
86	Michelle Fuentes	Risk Management Coordinator	Caritas	San Marcos	San Marcos
87	Evelyn Macal	Food Coordinator	Caritas	San Marcos	San Marcos
88	Victor Santizo	Agroenterprise Technician	Caritas San Marcos	San Marcos	San Marcos
89	Raul Orozco	Coordinator Productivity Component	Caritas San Marcos	San Marcos	San Marcos
90	Juan Carlos Miranda	Agriculture and Livestock Facilitator	Caritas San Marcos	San Marcos	San Marcos
91	José Ignacio López	Community Organization Facilitator	Caritas San Marcos	San Marcos	San Marcos
92	Licda. Miriam Marleny Mérida	Service Promotion Coordinator	Health Area	San Marcos	San Marcos
93	Licda. Carolina Reyna de León	Service Promotion Assistant	Health Area	San Marcos	San Marcos
94	Licda. Mayra Isabel Krishe	Nutrition Program Coordinator	Health Area	San Marcos	San Marcos
95	Dr. Eunice Fabiola de León	Reproductive Health Program Coordinator	Health Area	San Marcos	San Marcos
96	Licda. Thelma de León Díaz	Regional Coordinator	SESAN	San Marcos	San Marcos
97	Fredy Velásco	President	COCODE	Chanchicupe	San Marcos
98	Lucio Antonio Mazariegos	President	Association Chanchi-Miel	Chanchcupe	Tajumulco, San Marcos
99	Martin Aguilón López	President	Association for the Integral Development of Piedra de Fuego Village, ADIPI	Aldea Piedra de Fuego	Comitancillo, San Marcos
100	Isabel Pacheco	Coordinator	COCOSAN	Xequixtun/Xemanzana	Cunén, Quiche
101	Lidia Carmen	Minutes and Finance	COCOSAN	Xequixtun/Xemanzana	Cunén, Quiche
102	Petronila Pérez	Food Logistics	COCOSAN	Xequixtun/Xemanzana	Cunén, Quiche
103	Lucy Vicenta	Nutrition Promoter	COCOSAN	Xequixtun/Xemanzana	Cunén, Quiche
104	Candelaria López	Livelihoods Promoter	COCOSAN	Xequixtun/Xemanzana	Cunén, Quiche
105	Juan Tiu Tum	President	COCODE	Xequixtun/Xemanzana	Cunén, Quiche
106	Domingo Coj	Secretary	COCODE	Xequixtun/Xemanzana	Cunén, Quiche
107	Alcaldia Auxiliar Media Luna	Mayoral Assistant	Municipal Council	Media Luna	Cunén, Quiche
108	Serbando Rivas Pérez	Legal Representative	Asociación de Cooperación Integral Cunénense	Trigales	Cunén, Quiche
109	Carlos Joachin	Resilience Specialist	Save the Children	Sta Cruz del Quiche	Sta Cruz del Quiche, Quiche
110	Members of both COLRED and COCOSAN		COLRED, COCOSAN	Aldea las Marías	Uspantan, Quiche
111	María Magadalena Saybin	Lead Mother	PAISANO	Aldea las Marías	Uspantan, Quiche
112	Oralia Blanca Saybin	Nutrition Promoter	PAISANO	Aldea las Marías	Uspantan, Quiche
113	Victor Chic	Lead Farmer	PAISANO	Aldea las Marías	Uspantan, Quiche
114	Santiago Braulio Cabrera	President	COCODE	El Tizate	San Juan Ostuncalco, Quetzaltenango
115	Daniel Braulio	Member	COCODE	El Tizate	San Juan Ostuncalco, Quetzaltenango

116	Bonifacio Sánchez	Member	COCODE	El Tizate	San Juan Ostuncalco, Quetzaltenango
117	Ema Gloria López	Minutes and Finance	COSAN	El Tizate	San Juan Ostuncalco, Quetzaltenango
118	Ofelia Juárez	Food Logistics	COSAN	El Tizate	San Juan Ostuncalco, Quetzaltenango
119	Eva Cabrera	Nutrition Promoter	PAISANO	El Tizate	San Juan Ostuncalco, Quetzaltenango
120	Maria Clarinez Lorenzo	Nutrition Promoter	PAISANO	El Tizate	San Juan Ostuncalco, Quetzaltenango
121	Maria Isabel Hernández	Lead Mother	PAISANO	El Tizate	San Juan Ostuncalco, Quetzaltenango
122	Manuel Sánchez	Lead Farmer	PAISANO	El Tizate	San Juan Ostuncalco, Quetzaltenango
123	Josué Rodas	Municipal Representative	SESAN	San Juan Ostuncalco	San Juan Ostuncalco, Quetzaltenango
124	Victoria Cuzán	Nutritionist	Health District	San Juan Ostuncalco	San Juan Ostuncalco, Quetzaltenango
125	Sandra Díaz de Gómez	Cash Transfer Coordinator	Ministry of Development	San Juan Ostuncalco	San Juan Ostuncalco, Quetzaltenango
126	Leandro López	Resilience Specialist	PCI Guatemala	Huehuetenango	Huehuetenango
127	Angel ____	Health and Nutrition Technician, PAISANO	PCI	Paya	Huehuetenango
128	Milena Martínez	Leader, Women Empowered Group		Nojoya	San Antonio Huista, Huehuetenango
129	Cipriani Cruz	Livelihoods Representative	COCOSAN	Secheu	Concepción Huista, Huehuetenango
130	Santos Alejandro Geronimo	Agricultural Promotor		Secheu	Concepción Huista, Huehuetenango
131	Doroteo Mendoza	Community Mobilization Promoter	COCOSAN	Tojchoj	Todos Santos Cuchumatán, Huehuetenango
132	Felipe Mendoza	Minutes and Finance	COCOSAN	Tojchoj	Todos Santos Cuchumatán, Huehuetenango
133	Humberto Mendoza	Livelihoods Promoter	COCOSAN	Tojchoj	Todos Santos Cuchumatán, Huehuetenango

134	Modesta Mendoza	Food Logistics Promoter	COCOSAN	Tojchoj	Todos Santos Cuchumatán, Huehuetenango
135	Elsy Petronila	Coordinator	COCOSAN	Ojo de Agua	San Juan Cotzal, Quiché
136	Susan Noemi Chamal	Minutes and Finance	COCOSAN	Ojo de Agua	San Juan Cotzal, Quiché
137	Rosa Castro	Livelihoods Promoter	COCOSAN	Ojo de Agua	San Juan Cotzal, Quiché
138	Juana Chilel	Health Promoter	COCOSAN	Ojo de Agua	San Juan Cotzal, Quiché
139	Juan Castro López	Food Logistics Promoter	COCOSAN	Ojo de Agua	San Juan Cotzal, Quiché
140	Gaspar Chiroy	Community Mobilization Promoter	COCOSAN	Ojo de Agua	San Juan Cotzal, Quiché
141	Pedro Lux	Secretary	COCODE	Ojo de Agua	San Juan Cotzal, Quiché
142	Diego Chirol	President	COCODE	Ojo de Agua	San Juan Cotzal, Quiché
143	Miguel Ixcotoyaj	Member	COCODE	Ojo de Agua	San Juan Cotzal, Quiché
144	Juan Us Quiniyá	Water Committee President	COCODE	Ojo de Agua	San Juan Cotzal, Quiché
145	Margarita Sánchez	Coordinator	COCOSAN	Juil	San Gaspar Chajul, Quiché
146	Benito Santiago López	Livelihoods Promoter	COCOSAN	Juil	San Gaspar Chajul, Quiché
147	Juana	Treasurer	COCOSAN/COSAN	Aldea chemal	Chajul, Quiché
148	Sebastian Lopez	Auxiliary Mayor/COSAN Coordinator	COCOSAN/COSAN	Aldea chemal	Chajul, Quiché
149	Margarita	Food Logistics	COCOSAN/COSAN	Aldea chemal	Chajul, Quiché
150	Macaria Lopez	Food/Nutrition Promoter	COCOSAN/COSAN	Aldea chemal	Chajul, Quiché
151	Gaspar Lopez	Food Logistics	COCOSAN/COSAN	Aldea chemal	Chajul, Quiché

Annex C: List of Communities Visited

	Department	Municipality	Community	Trip	NGO
1	Totonicapán	Santa Lucía La Reforma	Canton Ichomchaj	1st	CRS
2	Totonicapán	Totonicapán	Paraje Centro Tzanixnam	1st	CRS
3	Totonicapán	Momostenango	Caserio Pasuc I	1st	CRS
4	Totonicapán	Momostenango	Xequemeya Centro	1st	CRS
5	Totonicapán	Santa María Chiquimula	Chuisactol Centro	1st	CRS
6	Totonicapán	Momostenango	Racana-Chequemeya Centro	1st	CRS
7	San Marcos	Comitancillo	Aldea Tuisacaja	2nd	CRS
8	San Marcos	Tajumulco	Aldea Chanchicupe	2nd	CRS
9	San Marcos	Tajumulco	Villa Hermosa	2nd	CRS
10	San Marcos	Comitancillo	Aldea Piedra de Fuego	2nd	CRS
11	Quiché	Cunén	Media Luna	1st	SC
12	Quiché	Cunén	Xemanzana	1st	SC
13	Quiché	Cunén	Trigales	2nd	SC
14	Quiché	Uspantan	Las Marias	1st	SC
15	Quiché	Uspantan	Choton	1st	SC
16	Quiché	Uspantan	San Antonio Chiquito	1st	SC
17	Quiché	San Juan Cotzal	Ojo De Agua	2nd	SC
18	Quiché	San Juan Cotzal	Chichel	2nd	SC
19	Quiché	Chajul	Xemal O Nuevo Xemal 1	2nd	SC
20	Quiché	Chajul	Juil	2nd	SC
21	Quetzeltenango	Concepcion Chiquirichapa	Talmax	1st	SC
22	Quetzeltenango	San Juan Ostuncalco	El Tizate	1st	SC
23	Huehuetenango	Concepcion Huista	Secheu	2nd	SC
24	Huehuetenango	San Antonio	Nojoya	2nd	SC
25	Huehuetenango	San Antonio	Cajul	2nd	SC
26	Huehuetenango	Todos Santos	Tujchoj	2nd	SC

Annex D: Annual Survey Indicators – SEGAMIL

The annual survey collects data on the following indicators:

1. Percentage of mothers with children age 0 to 23 months who know at least two danger signs during pregnancy that indicate the need to seek health services
2. Average number of danger signs of pregnancy recognized by mothers with children age 0 to 23 months
3. Percentage of mothers with children age 0 to 23 months who seek health services when warning signs occur in pregnancy.
4. Percentage of mothers with children age 0 to 23 months who know at least two danger signs in the newborn that indicate the need to seek health services
5. Percentage of mothers with children age 0 to 23 months who seek health services when warning signs occur in the newborn
6. Percentage of mothers with children age 0 to 23 months who know at least two danger signs in children that indicate the need to seek health services
7. Percentage of mothers with children age 0 to 23 months who seek health care when danger signs appear in childhood