

EFFECTIVENESS OF TITLE II PROGRAM EXIT STRATEGIES:

CONCLUSIONS AND RECOMMENDATIONS

Beatrice Rogers and Jennifer Coates

with:

Johanna Andrews, Alexander Blau, Ameya Bondre,
Jamie Fierstein, Kathryn Houk, Tina Galante, Carisa
Klemeyer, Elizabeth Kegode, Leslie Sanchez



Conclusions

2



Conclusions

3

- Impact at exit does not consistently predict sustained impact two years later.
- There are specific ways to increase the likelihood of sustainability.
- Provision of free resources poses risks to sustainability.

Impact Assessment at Exit Can Be Misleading

4

- Impact assessment at exit does not consistently predict impact two years later.
- Many activities, practices, and impacts across sectors declined over the two years after exit.
- These declines are related to inadequate design and implementation of sustainability strategies and exit processes.

Specific Ways to Increase the Likelihood of Sustainability

5

- Sustaining service provision and beneficiary utilization of services and practices depends on three critical factors:
 1. Resources
 2. Technical and Management Capacity
 3. Motivation
- There are often synergies among these three elements.
- Best practice models have emerged for each – and they are often sector-specific.
- The relevance of linkages is sector-specific.
- Gradual exit and independent operation are necessary (though not sufficient) for sustainable results.

Provision of Free Resources Poses Risks to Sustainability

6

- Withdrawal of food rations or any other free input (as incentive) jeopardizes sustainability without consideration of substitute incentives.
- Provision of free food rations risks creating unsustainable expectations.
- Consideration of alternative incentive structure must be incorporated into program design.
- Beneficiaries receiving free inputs to support program activities may not be willing or able to replace them once project ends.

MCHN: Exit Strategy Models Lacked Sustained Sources of Resources, Capacity, and Motivation

7

- **Motivation:** Withdrawal of food was a disincentive for participation in and provision of growth monitoring.
 - In Kenya, withdrawal of food resulted in **reduced participation in** growth monitoring. NGO return also reinstated the incentive.
 - In Honduras, withdrawal of food **reduced demand participation in** growth monitoring, while in Bolivia, the government implemented a cash incentive for growth monitoring and promotion.
 - Overall community health worker (CHW) **service provision declined** in Kenya, Bolivia, and Honduras with decline in material incentives and demand.

MCHN: At least four types of **resources** must be considered in order to sustain CHW service delivery

8

1. Resources that helped CHWs do their job, such as weighing scales, report forms, and bicycles, as well as training and supervision from the health sector
2. Resources that they offered the community as an incentive to participate in activities
3. Benefits accrued to the CHWs that incentivized their service, such as access to goats distributed to women's goat groups
4. CHW time and its converse, the opportunity cost of time spent on CHW activities rather than on other productive labor
 - No fee for service models were observed in the health sector.
 - Linkages to government did not fulfill all resource needs..

MCHN: Success of **linking** to government depended on government capacity and resources

9

- ▣ Bolivia: Some CHWs continued linkages to health system; public health system provided services.
- ▣ In Honduras, linkages with health system worked until government resources ran out.
- ▣ In Kenya, government did not/could not take the responsibility for supervision, training, or provision of resources resulting in **declines** in CHW service quality, **motivation, and capacity** when they were not being reinforced.

Water system exit strategy demonstrated that **motivation, capacity, and resources** are all critical to sustainability

10

- Beneficiaries are **motivated** to pay for water services that are reliable, convenient, and abundant.
- Technical and management **capacity** of water committees permits system to continue operation post-project.
- Fees paid by consumers provide ensured **resources** for system maintenance.

WatSan: **Linkages** to Government Not Always Needed

11

- **Linkages** were actively avoided by most water committees; independence from government entities that could be unreliable sources of support



Sustainability of Water Quality Provides a Counterexample....

12

- **Motivation** for water quality testing is low because benefits are not visible.
- Therefore **willingness to pay** was low.
- Capacity-building activities during the DAPs did not emphasize water quality.
- Water quality testing was **not operating independently** at exit.
- **No linkages** to support water quality testing were in place at exit.

Agriculture Sector Exit Strategies Yielded a Mixed Sustainability Story

13

- Model farmers (extension farmers) lacked **motivation, resources, and reinforcement of capacity** to continue providing technical assistance after incentives were withdrawn. **Service provision largely declined.**
- Producer associations participation rates were variably low/declined. PAs provided concrete benefits in some countries but not all.
- Commercialization activities produced sustainable benefits for those engaged in them.

Improved agricultural practices generally declined when requiring **resources** provided during the DAP

14

- Free inputs were provided during program life

and

- Use of these inputs declined when they needed to be purchased after the program ended



Engagement in NRM activities and practices declined dramatically after program exit

15

- ▣ Food as pay (FFW) was withdrawn.
- ▣ **Resources** in the form of inputs (seedlings, etc.) was no longer provided free of charge.
- ▣ **Motivation was lacking** unless costs were low and direct benefits to farmers were high.
- ▣ **Linkages** to local government environmental groups were **ineffective** as those groups lack resources.
- ▣ Positive changes (reforestation, terracing, etc.) **were maintained**, though activities to expand these changes were not.

COSAMO in Kenya Was a Model of Sustainability

16

- Sustained capacity, motivation, and resources. Sustained beneficiary utilization and impact.
- Self-financing: **No** outside seed money and no other external resources needed.
- Modular training program built **solid technical and managerial capacity**.
- There was a **gradual withdrawal** of NGO after a period of COSAMO group independent operation
- Linkages were not necessary – could pay for technical assistance of trained resource persons.

Recommendations

17

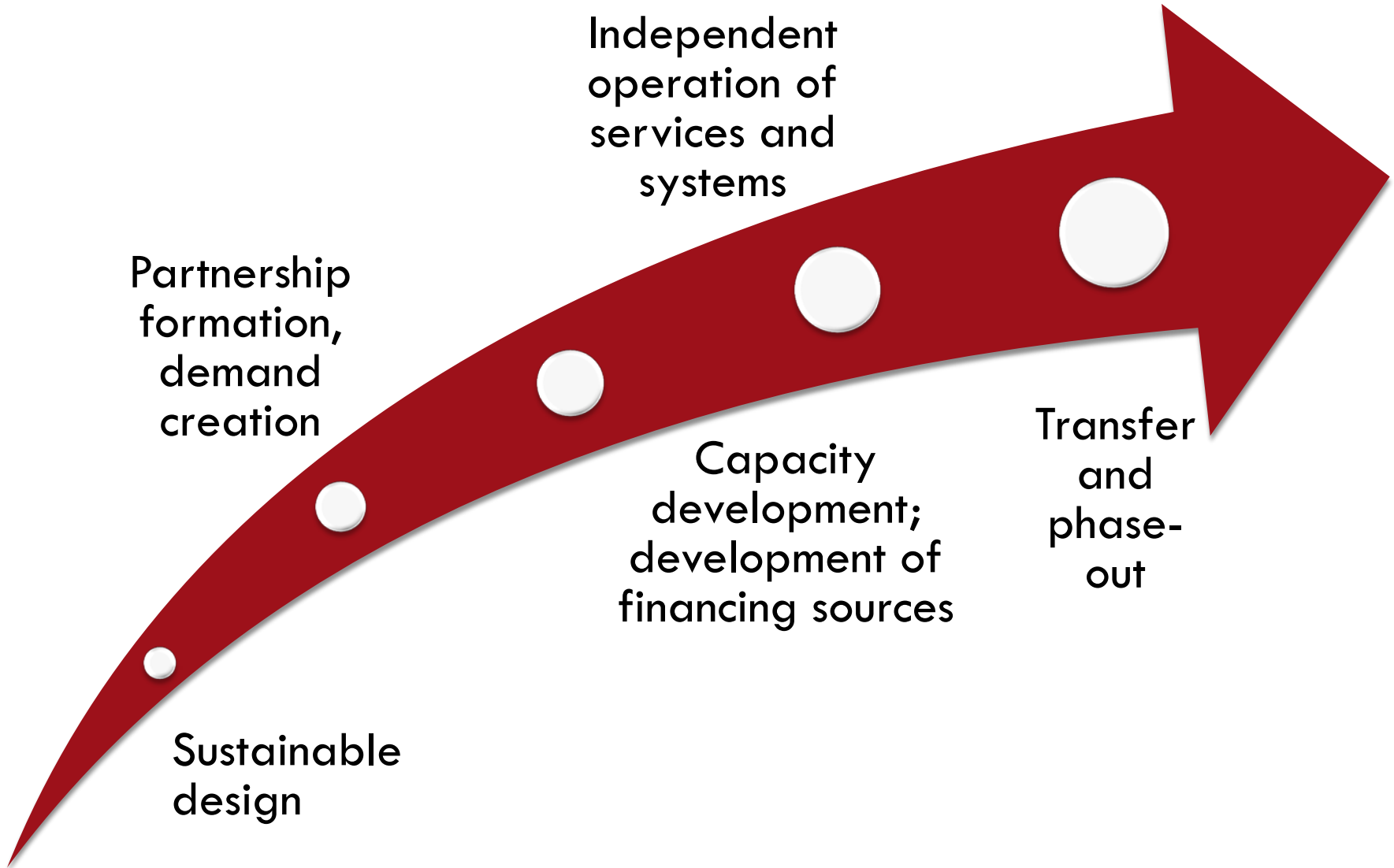


Program Design

- Sustainability should be built into the design of programs from the beginning.
- Plans must include: decision about approach (phase out, phase over); explicit benchmarks for progress; timeline; clear allocation of responsibility, graduation criteria
- Each element — capacity, motivation, and resources — must be considered, with redundancies and contingencies for external shocks built into the plan.

Project Cycles Should Be Longer and Incorporate Sustainability Benchmarks

19



Phased Program Implementation

20

- Sustainable design and initial service delivery, demand creation, and partnership formation
- Strengthening capacity, developing ensured resources, ensuring appropriate linkages, promoting independent operation
- Independent operation of program activities and gradual agency withdrawal

Program Monitoring and Evaluation

21

- Emphasis on assessment of impacts (e.g., reduction in stunting) can undermine focus on sustainability.
- Progress toward sustained capacity, motivation, and resources should be measured as process indicators during monitoring.
- Evaluations should be done at each phase; criteria for assessment will differ by the objectives of the phase.

Program Withdrawal (Exit)

22

- Phase-over of responsibility must be gradual.
- Groups should be operating independently (with agency backstopping) before full withdrawal.
- Community organizations and individuals should be aware of their post-exit roles and responsibilities from the outset.
- *Philosophy* of sustainability should be embedded throughout implementation to withdrawal.
- Be aware that communities may not commit to independence, in the expectation of new sources of external support.

Acknowledgments and Disclaimer

This study is made possible by the generous support of the American people through the support of the Office of Health, Infectious Diseases, and Nutrition, Bureau for Global Health, and the Office of Food for Peace, Bureau for Democracy, Conflict and Humanitarian Assistance, U.S. Agency for International Development (USAID), under terms of Cooperative Agreements GHN-A-00-08-00001-00, AID-OAA-A-11-00014, and AID-OAA-A-12-00005 through the Food and Nutrition Technical Assistance III Project (FANTA), managed by FHI 360.

The contents are the responsibility of Tufts University and do not necessarily reflect the views of USAID or the United States Government.

□ THANK YOU!

